

# IMPLEMENTATION AND INVESTMENT OPPORTUNITIES OF THE INTERMODAL SURFACE TRANSPORTATION EFFICIENCY ACT

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Y 4. P 96/10: S. HRG. 103-204

Implementation and Investment Oppor... **RING**  
BEFORE THE  
**COMMITTEE ON**  
**ENVIRONMENT AND PUBLIC WORKS**  
**UNITED STATES SENATE**  
**ONE HUNDRED THIRD CONGRESS**  
**FIRST SESSION**

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JUNE 21, 1993—PROVIDENCE, RHODE ISLAND

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Printed for the use of the Committee on Environment and Public Works



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MONDAY, JUNE 21, 1993

U.S. SENATE,  
COMMITTEE ON ENVIRONMENT AND PUBLIC WORKS,  
*Providence, Rhode Island*

The committee met, pursuant to notice, at 10:00 a.m. in the Health Department Auditorium, Cannon Building, 3 Capitol Hill, Providence, Rhode Island, Hon. John H. Chafee [acting chairman of the committee] presiding.

Present: Senator Chafee.

## OPENING STATEMENT OF HON. JOHN H. CHAFEE, U.S. SENATOR FROM THE STATE OF RHODE ISLAND

Senator CHAFEE. I want to thank you all for coming, and I especially want to thank Dr. DeBuono from the State Department of Health for permitting us to use this auditorium in the Department of Health building.

I want to say how pleased I am to be here to hear the views that will be presented today on the Implementation and Investment Opportunities of the new Surface Transportation Act, which became law in 1991. This is a bill that has the formidable title of Intermodal Surface Transportation Efficiency Act of 1991 sometimes called ISTEA, which has sort of an unhappy acronym; but never mind, it could be worse. This new legislation was signed into law 18 months ago and it is a landmark piece of legislation. It changes the way we look at our transportation system in a number of important ways.

I might say the individual who probably had as big a hand as anybody in conceiving and drafting this legislation is Senator Moynihan, who at the time was chairman of the Environment and Public Works Committee, and then was chairman of the conference we held with the House. Since then, he has chosen to become chairman of the Finance Committee, so he no longer is chairman of this Committee. Senator Baucus is the Chairman at this time. I think it is important to remember that this new law is a Surface Transportation Law. It is not a highway bill. In the past, we have dealt with highway bills. This is a little different. The money which historically has been available only for highway projects is now flexible and can be used for highways, can be used for transit, all but are known as intermodal projects.

What's an intermodal project? An intermodal project involves more than one mode of transportation. For example, rail in combi-

nation with roads and ports, or even bicycle paths. The theory is that the money under this Act can be directed at the solutions which solve the transportation problem in the best way. That's the first big feature of the law. The second, the new law recognizes that transportation decisions have to be part of a larger planning process, because transportation touches every corner of our lives. The kind of zoning and planning our communities do dictates whether we get in our car for every errand or whether we can walk to the grocery store or day care center. Transportation facilities have a significant influence in how our neighborhoods look and work, now and in the future.

So, decisions about transportation indeed are decisions about the future of our communities. That's the second point.

The third is, for the first time the transportation law recognizes the connection between transportation policy and clean air. The transportation program can now be used, not only to provide needed transportation facilities, but also to provide them in a way that will benefit air quality and other important environmental resources; and finally, there is no question that the transportation law provides jobs for Rhode Islanders. It provides construction jobs, estimated at over 5,000 construction jobs per year. And if we use the Department of Transportation statistics, it is estimated that \$645 million that is set aside in the new law for Rhode Island will provide over 36,000 jobs over six years. In other words, you extrapolate what's spent on highways as to how that spreads out.

In putting together this law, we are making decisions on how to distribute \$151 billion among the States over six years. That's a lot of money. I remember a few months ago when we were doing the stimulus package people were saying, oh, you didn't spend any money on highways. Well, here's \$151 billion to spend over six years, and that is the amount estimated to be in the Highway Trust Fund as a result of 14 cents per gallon Federal tax on gasoline and other excise taxes that you are familiar with.

So, dividing up the money under this new law was contentious. All the States want more. There are 23 States that pay more in gas taxes than they receive back from the highway program. Those are the so called donor States. And they include some big States, Virginia, Florida, Missouri, and to say that they work very hard to increase their share of the money would be an understatement. In other words, they say we put in that money, why shouldn't we get it all back. Historically, in the years before this 1991 Transportation Bill, the State of Rhode Island received \$2.10 back from the program for every dollar we put into the Highway Trust Fund through gas taxes, and other sources. Despite the efforts of the donor States, I'm very pleased that we were successful in maintaining Rhode Island's share of the money. In fact, under this legislation, Rhode Island's return from the program was actually increased, so instead of getting \$2.10 back for every dollar we put in, we now get \$2.23 back for every dollar we contribute; and that's a pretty good return.

I must say it didn't do any harm to have a Senator from Rhode Island on the committee. It is important to remember this, that transportation dollars can be spent in a variety of ways. Not only to create construction jobs but also to create an environment which

attracts other long-term jobs. Jobs that will provide employment benefits long after the particular construction project is over with. So, I worked hard to include in this program what's known as transportation enhancement. This is designed to lessen the impact transportation facilities have on neighborhoods and to help create an attractive environment.

The transportation enhancement programs provide highway funds for projects such as historic preservation, scenic beautification efforts, including scenic easements and bicycle paths. All of these can come from the existing law and indeed some of the money has to be spent for them. In our share, Rhode Island's share under this new program, \$15.5 million over six years will have to be set aside for these enhancement projects. And I think these enhancement projects are a double winner.

First, they provide immediate construction jobs and they also set the stage for a variety of jobs in the future. Let me give you two examples. First, enhancement projects such as building bike paths and preserving our historic heritage attracts tourists and all the jobs that are related to tourism. Second, these enhancement projects make our communities nice places to live and to work and will attract industries whose owners and employees are looking for livable communities. I live in McLean, Virginia. Every day I drive to work on the George Washington Parkway. Many of you have been on that. That is a lovely road. It is a pleasure to drive on that road. There is no concrete barrier between the lanes going in opposite directions. It is planted. You drive along beside the Potomac River and see the views out there early in the morning. It is a lovely vista and it makes living in McLean and going to work an attractive feature.

I'm particularly pleased to see the emphasis the Governor and the Department of Transportation in our State have placed on this new transportation enhancement program. There are specific earmarked projects that I was pleased to be able to get into bill, and they are \$13 million for the protection of Narragansett Bay from highway run-off. Eighteen million dollars for operating assistance to RIPTA. Two million dollars to restore the Albion Bridge in Lincoln and Cumberland; \$2 million for the Kingston Station in South Kingstown—many of you are familiar with that, a lovely structure which unfortunately was badly burned and hasn't been fixed up and now it will be; \$5 million for Memorial Boulevard in Providence; \$6 million for an intermodal gateway center in Newport; \$2 million for projects in Bristol; \$3.7 million for projects in Woonsocket; \$5.7 million for projects in Cranston.

These were all in addition to the regular money, the \$588 million that Rhode Island will receive under the formula that we have in this legislation. These special projects that I mentioned add up to \$57 million. In addition, we did several other things that I think are beneficial for our State. First, Rhode Island has been awarded a Federal grant of \$300,000 from the Scenic Byways Program to identify scenic highways and to develop design standards for scenic highways. These are very important. You all are familiar with Ministerial Road in South County, and the cry has been to fix it up, but they have to adhere to Federal standards. Well, now there is a Scenic Byways Program to identify these scenic highways and

to develop design standards for them. Second, Rhode Island is part of a group of six New England States that received a \$727,000 Federal grant to look at the intermodal transportation needs of the region. How can we link up different forms of transportation. And finally, Narragansett region will receive \$760,000 to reconstruct piers on Old Point Judith Road. These piers are used by ferries going to Block Island and the funds come from a new ferry boat grant program. I'm proud of my role in writing this new law in part, because I was able to see to it Rhode Island will get a significant portion of the Highway Trust Fund Revenues, and in part because this law marks a profound change in our Nation's transportation policy. This was a straight shift from the way we have done these programs in the past. The era of massive highway construction, if there is a problem, just build six more lanes. That's over with. Under this legislation, policies are promoted that will allow the choice of many different transportation options. It encourages us to develop habits which will sustain our environment and provide mobility for everyone including those who don't have a car. Many of the changes in this law provide opportunities rather than mandates. Most of the decision-making rests now with the State and local officials. We didn't say you have to do it this way. It is the option, the discretion that is there in the State Department of Transportation and local officials. We have a fine group of witnesses here today who are testifying, and I have asked them to focus on the opportunities presented by this legislation for the kinds of transportation investments that will provide adequate transportation services, protect the natural and historic resources of our State and enhance economic development while protecting the unique character of our neighborhoods. If the witnesses can concentrate on those, it will be helpful. So, I welcome everybody here this morning, and we will start off with a very, very distinguish citizen of the northern part of our State, the Mayor of Woonsocket, Mayor Lanctot, who I believe is in the back. And then the next panel will be Mr. Boffi and Louise Durfee, who's head of DEM. Mayor, great to see you. Thanks for coming down. And William Trevitt, who's general manager of RIPTA.

#### **STATEMENT OF HON. FRANCIS L. LANCTOT, MAYOR, CITY OF WOONSOCKET**

**Mr. LANCTOT.** Thank you very much, and good morning, Senator, and good morning ladies and gentlemen. I would like to introduce to my left Kathy Crawley, who's the economic development person in our planning department and is also the Executive Director of Main Street 2,000, which was a nonprofit organization formed for the purpose of improving and renovating the Main Street area.

I really do appreciate this opportunity. Senator Chafee has been a very good friend to the State of Rhode Island and particularly for the City of Woonsocket. He helped, as he mentioned a few minutes ago, get us over three and a half million dollars, which is going to be used to do a number of projects, the most important of which would be a road through our new industrial park, which is in the process of being developed; and that will open up potentially 5,000 jobs between the City of Woonsocket and the Town of Cumberland.

So, Senator Chafee, it is the first chance I have had to publicly thank you for that.

Included in that money will be the repair of some bridges and the resurfacing of a number of streets. The City of Woonsocket was settled in 1666, and became a city in 1888. It was a very successful city for many, many years. It was a textile center of the United States at one point. It was built on the Blackstone River. The Blackstone River, if you have ever seen it from a high viewpoint, you will see that it is a very winding river. It is a very hilly city, so a lot of the streets that were built along the river and on the hills are very, very difficult, so transportation through our city has been a problem. We were very successful right up through World War II. It was a very important industrial center, commerce center; and after World War II there was a shift, an exodus of many textile mills from the Northeast down to the South, and consequently, many of us have had trouble trying to attract new industry and bring our cities back to what it had been previously. Woonsocket had the added problem of having a city which is very, very difficult because of the hills and with the position of the river, so we have been impeded in a sense to try to attract industry because of the topographical problems.

I would like to say that I am convinced that this ISTEA program is extremely important. Main Street in Woonsocket has two focal points, one on either end; and one of them is called the Market Square area. If you drove there today, we have a photograph that was included which is difficult to see, but it is just a typical parking lot. This was a site of a very, very large textile mill at one point. We made a parking lot. It was a typical parking lot with no greenery and is basically very unattractive. What we are planning to do with some of the monies we are going to be getting is to completely change that area where it will become not on a parking lot but it is going to be become a focal point of plans that we have a little mini ring in the middle where we can have concerts.

If any of you have been to Lowell, Massachusetts to their park, they have a tremendous outdoor park area there where they put on plays and movies in the park. We have tied that into it. We are going to have an overlook overlooking the Woonsocket Falls, which is the highest falls on the Blackstone River; so, there is no question that because of the additional monies that are going to be coming in, this is going to be an extremely attractive place. We also are going to have, very shortly, in fact, it will be announced this week that we are in the plans of opening a labor ethnic museum in this very area. The Uniroyal Company began on Main Street in Woonsocket in the 1880's. The gentleman opened an overshoe factory, which later become Uniroyal. So, there will be a museum there. Next to the museum is a hydroplant, which was built by the City of Woonsocket about 15 years ago. It is operated without any humans beings basically, and within about six years when the bond is paid off, it will be producing about half a million dollars a year of pure profit to the City of Woonsocket. And that is all tied into this area. In addition to that, at the opposite end is called Depot Square. It was a, there is a beautiful train station there which was the headquarters for the Providence and Worcester railroad until a few years ago. The building is in the process of being purchased by the

Department of Transportation. It will become a transportation center in the City. RIPTA bus will use that as its headquarters. We will be storing architectural findings from some of the roadway projects that are going on. The Blackstone Valley Heritage Corridor will have an office there. And I failed to mention in the Market Square area there it will be a visitor center for the bike path and the Blackstone Heritage Corridor which will be going from Worcester all the way to Providence. In the Depot Square area that I mentioned, there will be a total reconstruction of the center of the City. It is extremely difficult to get through there now.

Main Street will be changed to a two-way street, again, because of the monies that has been made available. We have to widen the street. We will be taking a foot and a half from either side in order to widen it sufficiently so that we can have two-way traffic, which we are absolutely convinced is going to be make a tremendous difference in our downtown. The question came up earlier, what does a program like this do. We have all seen the typical highway projects, and we know it does the job; but it certainly does nothing for an area. I had the pleasure of spending three days at MIT a couple of years ago as an invitation from MIT and the National Endowment for the Arts. They invited 14 mayors from the Northeast, from Maine all the way down to Bethlehem, Pennsylvania, and each of us was to bring a problem with us. And the problem I brought was basically what I'm talking about.

Our Main Street area needed some rejuvenation. So, I presented many of the ideas. They were impressed with the things we were doing. But Robert Campbell, who was the architectural critic for the Boston Globe, was also part of that program. He made a comment that I think we all need to remember. He said people do not go to nice places. They go to interesting places. And I think that is—there is a truism there. That you can have a nice street scape, trees, plants, et cetera, but if the Main Street area in our case is not an interesting place, it can be pretty—you may go once and say, gee, it is nice; but unless it is interesting enough to bring you back, they will not come back. That's why I think all of these things happening are going to be not only attractive but they are going to be interesting.

The Blackstone Valley Tourism Council is going to bring a boat to the Blackstone River in Woonsocket. First time in 150 years. Bob Billington is a creative guy. He made that happen out of nowhere. That's the kind of interesting things we need. Our ethnic museum, labor museum, the bike path, the boat rides, the stadium theater we are in the process of trying to rejuvenate. A fantastic theater. It has not changed since it was built in 1927. If we can work it out, we need about \$6 million to make that happen. We are going to have a fantastic theater. I'm sorry, that was \$2 million. The letter said take five minutes, so let me close off by saying this, a roadway project without enhancement, Senator Chafee, is in my mind kind of like a 4th of July parade without a band or without the fireworks. Roadway projects without enhancements is kind of like a hot fudge sundae without the cherry on top. Roadway projects without enhancement is kind of like Radio City Music Hall without the Rockettes. And if I really wanted to make a point, it is kind of like a wedding without a honeymoon.

I have always been interested in beautification. As a member of the City Council I twice created beautification committees. Just citizens who wanted to volunteer their time to improve the area. And they have done an excellent job. And I always tell the story about Lady Bird Johnson. When she was the First Lady, she was also, as you know, very interested in highway beauty and beautification, and she would give an award each year to the area that makes the most improvements of a neighborhood, and she tells the story of a couple who bought a brownstone apartment building in the Bronx in February. The snow was on the ground. It was trickling down. The street lights made it very attractive. They thought it was so nice they bought it. They moved in. The snow melted; and when they looked out the window, they saw a very dirty and disgusting street. Very unkept. So, she did whatever she could, and the lady put out a flower box with one geranium, and the lady across the street looked down and said that really looks nice, so she put out a flower box and she put some flowers out, and the neighbor next to her saw what the other two had done so they did it. Before you know it they began to talk about prettiness and flowers, and then they all got together. They cleaned up the entire street block that they were on; and as a result of that one geranium, that area received the national award for the most improved neighborhood in the United States of America, and I think that's another example for us.

I believe that all of these projects that we are talking about, specifically in Woonsocket, are going to, as you said, create jobs. It is going to prettify the area. It is going to encourage other businesses to improve their own buildings. I'm positive that's going to happen. We have seen it happen. If you put all those things together, I am very, very much in favor of this ISTEA program, and again, I need to thank you Senator Chafee. He's a Republican. I happen to be a Democrat. It doesn't make any difference. We are all in office to do what's right, and he has been so good to the City of Woonsocket, and I cannot thank you enough, and I thank you very much for what you have done with this ISTEA program.

**Senator CHAFEE.** Thank you very much, Mayor, and just a couple of questions. Some of the monies you received were directly to Woonsocket, but other parts of the money came through this enhancement program which requires you to coordinate and consult with the State officials; and based on that process, based on that situation, how's it worked out, and is there something in we should do in the law to make the coordination easier between you and the State officials?

**Mr. LANCRON.** I'm glad you raised that question, because I meant to mention that. I think one of the important elements of this whole program is the fact that probably for the first time that I'm close enough to be aware of it is that the Federal, the State and local governments are working as a team. We all recognize the goal.

We accept the goal, and we work toward it. The relationship as far as I'm concerned with the DOT has been fantastic. I'm going to take a minute to let Kathy who works directly with all of them to get her opinion on it.

Ms. CRAWLEY. I don't think I can say it any better than the Mayor did. Working day-to-day with people from DOT with people from the Rhode Island Historic Preservation Commission and from the Blackstone Valley National Heritage Corridor Commission, we have been able to really pull together a lot of what are usually very desperate kinds of topics; economic development, historic preservation, environmental concerns, and I think it is a process that's worked well to do, really, what's best for the City of Woonsocket. We have been very pleased.

Senator CHAFEE. I was looking at this picture of Market Square, which I'm very familiar with, as I suspect many here are likewise; and the pavilion you have there and the bicycle setup I'm just absolutely convinced, Mayor, that you are going to have hundreds of bicyclists on that pathway. I have seen it. I have seen it down in Colt Park, as they head up toward East Providence; and scores of people have told me that they have bicycled from the Washington Bridge all the way down to Bristol, and you are going to have the same thing. I don't know how far they will be able to go. I suppose when it's all done, they will be able to go down to Pawtucket.

Mr. LANCTOT. Yes. They will go from Worcester and they will be able to stop off in Worcester and stop in Uxbridge and visit some of the historic sites. They will come to Woonsocket, visit our museum and some of the historic sites in Woonsocket, and continue through Albion, through Lincoln. They will be at the Slater Mill also. So, there is a number of historic things and a number of reasons for someone to want to get on this bike path and visit the historic parts of our State.

Senator CHAFEE. OK. Thank you very, very much, Mayor. I know you've got a busy schedule, but should you want to stay and ask some questions, we would be glad to have you. It is entirely up to you.

Mr. LANCTOT. Thank you very much, and thank you for calling us together to have this discussion. I think it would be good if we do it more often on more subjects.

Senator CHAFEE. Thank you. The next panel is Mr. Boffi, the Director of the State Department of Transportation, and Fred Vincent, filling in for Louise Durfee, who had an emergency and unable to be here. Mr. Trevitt, who's general manager of RIPTA. If you gentlemen want to come up. Thanks again, Mayor. Appreciate it. Is Mr. Boffi here?

AUDIENCE MEMBER. Yes, he is.

Senator CHAFEE. OK, Mr. Boffi has indicated that he would like to testify last so that he could respond to some of the testimony that's been given; that is Mr. Boffi would come at the end of, in effect, panel three. He would be the sole panelist. So, let's go to it. Why don't you go first, Fred, and as I said, Fred is pinch hitting for Louise Durfee, and they are with, as you know, the Department of Environmental Management.

**STATEMENT OF FRED VINCENT, ON BEHALF OF HON. LOUISE DURFEE, DIRECTOR, DEPARTMENT OF ENVIRONMENTAL MANAGEMENT**

**Mr. VINCENT.** Thank you, Senator Chafee. First of all, let me say thank you for inviting Miss Durfee and the Department to participate in today's hearing proceedings. Unfortunately, although she would like to have been here, there are pressing matters that she had to attend to this morning. In her comments, the Director is quite enthusiastic about the direction that the ISTEA Act has appeared to take in States and Federal agencies with regards to transportation and infrastructure. And I would like to read some of her comments to the audience this morning and then take time for questions.

The new six-year Intermodal Surface Transportation Efficiency Act marks a significant turning point in the development of transportation systems in America. Many experts claim that this \$150-billion legislation would fundamental change the manner in which States and Federal agencies plan and construct new or improved transportation infrastructure.

While I believe the foundation for new opportunities in transportation services and facilities is clearly provided for in ISTEA, the most evident change, as demonstrated in Rhode Island, is the implementation of the Transportation Enhancement Program.

Our State has just completed a very open, well-coordinated and well-conceived transportation enhancement process. This process represents a program of over 15 million in enhancement projects that reflect the broad diversity of community needs here in our State. Nearly 200 project applications were received by the newly created Transportation Enhancement Advisory Committee. From this broad-base committee process, several important themes have emerged.

It is clear that many people wanted a transportation system that does more than build new roads and widen its existing ones. The common public thread is the recognition that transportation relates to many aspects of community life, the needs of pedestrians and bicyclists, the visual appearance of civic and commercial centers. The enhancement of water quality and air quality. The protection of open space, the preservation of historic structures in neighborhoods and reduction of visual pollution are the goals which appear repeatedly in these proposals.

This response by hundreds of Rhode Island transportation users shows the design of a roadway project must be more than the construction of safer and more efficient roads. Ensuring that a road or highway project fits into community or its neighborhoods via enhancement elements such as landscaping, historic restoration and pedestrian features is just as important to the transportation users we serve as is the safety and economic efficiency of a highway design. In the past, transportation planners seldom approach the project from this holistic view and the relating change to our environment often left communities angry or dissatisfied with the science of road design.

Under the Transportation Enhancement Program, States now have a wonderful opportunity to work collaboratively with trans-

portation users, be they auto, pedestrian, bicycle or mass transit riders. Importantly, roadway projects can and should include the preservation of scenic landscapes and new methods for water pollution abatement. Transportation planners and designers must focus on community interest and needs early in the project development. Such a perspective would ensure an environmentally balanced project, one that communities can and should be proud of.

As we look ahead, I urge Congress and the Federal Department of Transportation to encourage a stronger partnership between State departments of environment and transportation. One obvious area for collaboration is the interface between the Federal Clean Air Act and ISTE A requirements for congested mitigation. Expansion of mass transit would be a key to enhancing air quality goals. Reducing vehicle miles traveled should be a top priority along with centralized vehicle inspection and maintenance programs. The financing of greenways, which link important recreational designations, would enhance both recreational opportunities, while hopefully reducing vehicle miles traveled and air pollution. In Rhode Island, we are establishing a State-wide greenways program that will bring together in a comprehensive system bicyclists, hikers, water users and other off-road vehicle uses. This greenway plan will preserve many of Rhode Island's most scenic, historic and environmental significant resources.

In order to secure this plan for generations to come, I urge to expand ISTE A provisions, acquisition and development of greenways as enhancement projects, as mitigation problems, or as part of a broader State congestion mitigation strategy would be consistent with the intermodal goals and objectives of ISTE A. Miss Durfee goes on to talk about specific sections under ISTE A, Senator, and I'm going to leave that for you in the written comments. She stresses in these latter sections the linkage between transportation and air quality goals and the development of State parks. We want particularly to stress that we think in Rhode Island, our State in particular, the need for a new State park in the metropolitan area, which is the Snake Den Park, would be, would be an enhancement that would reduce vehicle miles and offer recreational opportunities. She sites specific sections under the Act that she would ask that you look at in future months. With that, I'm open to any questions. Thank you.

Senator CHAFEE. OK. Thank you very much, Fred. And now, we will hear from Mr. Trevitt.

#### STATEMENT OF WILLIAM TREVITT, GENERAL MANAGER, RHODE ISLAND PUBLIC TRANSIT AUTHORITY

Mr. TREVITT. Thank you very much, Senator, and I would just like to open by again thanking you for your support of mass transit here in Rhode Island. As many people know, you were Governor when the Rhode Island Public Transit Authority was created back in 1964, and your support of mass transit has followed you, and we really appreciate it, especially with the additional \$18 million that you made available for operating assistance for mass transit which was part of ISTE A, and we really appreciate your support and look forward to its continued support. Thank you.

and won't use it. That isn't something we encourage, but it is extraordinary on the weekends. Literally, I think it is safe to say thousands of people are using that trail, and they are all sizes and shapes, and those with Spandex bicyclist trousers, helmets and 12 gears or more on their bikes down to the weekend peddler that's just out there or the lady that's just out for a walk. And all I can say is that you talk of quality of life. I think what Mayor Lanctot is doing up there in Woonsocket and coming on down on those trails you are going to find hundreds of people use those facilities and get tremendous enjoyment out of them, and I don't know how you are doing with that, so, therefore, you go from the northern border of the State to the southern border of the State. I notice on the map that you are gradually hooking up those green places, not all yours, some are nature conservancy, some are Audubon Society?

Mr. VINCENT. That's correct. We will be linking all the State facilities, the management areas under forestry division. It will be very interesting. We already have about seven miles in Arcadia mapped out, and we are doing a trek later this month.

Senator CHAFEE. Mr. Trevitt, under this ISTEA, the States can use up to 75 percent of the funds for capital expenditures on transit. This bill doesn't, except for that special money I got for you, this bill, as you know, doesn't provide for operating. This provides for capital. Are you going to get any of this money for capital? By capital meaning buses, terminals? What else falls under capital?

Mr. TREVITT. Yes, we certainly are, Senator. It is RIPTA's plan to build new facilities here in our Elmwood division. We are about to undertake a construction project in the City of Newport for our facility there, which presently houses approximately 30 vehicles. We intend to continue to replace vehicles to ensure that we provide the people of the State of Rhode Island with the best possible equipment. From the capital side, we have, I believe, a very aggressive capital program, and this obviously will assist us in meeting those goals from a capital perspective. The innovative project section that you mentioned, it couldn't have—the timing was perfect. I think many people in Rhode Island realized the position that RIPTA was in financially on the operating side, and it really allowed us to continue to operate at the present level of service and it will also assist us in expanding our operations. We will also be undertaking a parent transit operation come January in order to be responsive to the Americans with Disability Act, so that Rhode Islanders who cannot use the fixed route system will have good alternative transportation, and it will be operated during the same hours and same frequency as the fixed routes systems now operate.

Senator CHAFEE. I take it that you have to work closely with Mr. Boffi and others from the Department of Transportation with those monies. Who makes the decision on who gets them? Does the Governor make the division on how the split is, if he has these funds that he can use for capital for you folks?

Mr. TREVITT. You are right, Senator. We do work through the Department of Transportation. They are in fact the designated recipients for all Federal funding through the Federal Transit Administration, and we coordinate our efforts with them as well as the Governor's Office and the Office of State Planning among

others to ensure that we have a coordinated transportation program for the people of the State.

Senator CHAFEE. OK. Somebody—I don't want to be a bug on bicycles—but somebody is going to come up with a bus that picks up bicycles and their riders and return them to their point of origin.

Mr. TREVITT. We think that's an excellent idea. In fact, the State had, in previous years, attempted bicycle lockers. There are some transit systems that have literally placed bicycle racks on the back of their equipment to allow people to carry their bicycles with them on a mass transit vehicle. California did that very, very well, and those are some of the possibilities that can take place, but I think a coordinated transportation system has to include bicycles. No question.

Senator CHAFEE. Are you going to be part of the Kingston Station so-called intermodal setup when they get that fixed up? As I understand it, the \$2 million isn't solely for the building. Some of it is going to be to increase the parking lot down there. Will your buses be down there?

Mr. TREVITT. Yes, Senator. Park and Ride is part of that plan, and we will be coordinating with the department. I mentioned URI in my statement. The services that we will be providing to URI are quite significant in comparison to what's presently operating there. Service to the Kingston Station obviously will be greatly increased, but we will be running a much greater frequency from throughout the State of Rhode Island really to URI. So, we are looking at is that as really a hub for mass transportation in that area. And that's a result of CMAQ and ISTEA.

Senator CHAFEE. Thank you very much and keep up the good work. That's a big job you've got. I'm glad to hear the number of passes and the use on 95 is greatly increased, because after all, what counts most with you is increased ridership, isn't it?

Mr. TREVITT. Absolutely, and without the support of DOT and all those that were involved in allowing this experiment, if you will, are greatly appreciated. And the FHWA is watching it very closely, because I'm sure they will consider it in future projects, but it's an overwhelming success.

Senator CHAFEE. Well, I'm a rider frequently on the East Greenwich bus, and I commend the service.

Mr. TREVITT. I will keep that in mind.

Senator CHAFEE. Thank you, Mr. Vincent. Let's go to the next panel to Alison Walsh, Land Use Coordinator for Save the Bay; and David Whelan, Friends of Kingston Station; Karen Salvadore, Executive Director, DOT Watch; Henry Sherlock, who's the Executive Director of Construction Industries of Rhode Island, and an old friend of mine from way back; Ann O'Neill, President of South County Tourism Council. I would like to say that when you see Henry Sherlock, you are seeing a man who was here when many of the great projects that you see in the State were built. Mr. Sherlock was the number one assistant to Angelo Marsello, the wonderful director of the Department of Public Works in the 1960's. Everybody take a seat, and then Mr. Boffi is going to come after these folks are through. We will just go right in the order I read them. Miss Walsh, Mr. Whelan, Miss Salvadore, Henry Sherlock and Miss O'Neill. So, why don't we go ahead, Miss Walsh.

## STATEMENT OF ALISON WALSH, LAND USE COORDINATOR, SAVE THE BAY

Ms. WALSH. Thank you.

On behalf of our 15,000 members, I would like to thank you for this opportunity to share my perspective on how the implementation of ISTEA is going in Rhode Island and the implications this has on the State's most natural resource, Narragansett Bay.

Let me first say that I come to this discussion with some background. Save the Bay was one of the founding members of a coalition, the Surface Transportation Policy Project, specially formed to help usher the ISTEA bill through the legislative process. We remain active in this arena and hope to form in the very near future a new partnership with this group. We are also part of the National Growth Management Leadership Forum, which lobbied very hard for this ISTEA legislation. Additionally, Save the Bay sent me to Washington to do direct lobbying in support of this legislation; and at present, I am a member of the State's Advisory Committee on Enhancement Funds, a member of the Route 138 Mediation Group, a public member of the New England Transportation Initiative, which received a Federal grant of \$700,000 to work on transportation planning throughout New England.

What does transportation and specifically how RIDOT carries out the new mandates of ISTEA have to do with saving the Bay? The short answer is everything. Over the past 10 years, Save the Bay has worked hard to promote more environmentally responsible land use in Rhode Island. Our knowledge that the way we use our land directly impacts the quality of our Bay and its water shed has caused Save the Bay to be out in front for regional planning on Aquidneck Island; led us to serve on the Land Use Commission and promote the new Zoning and Subdivision Enabling Acts; led us to dedicate thousands of hours toward communities and organizations in preparing their Comprehensive Plans; motivated us to lobby for open space bonds; and fills our days and evenings with meeting after meeting to try and reform regulatory policies and agencies. So intrinsic is the water quality-land use connection that I have often suggested to our executive director that we should change our bumper stickers to read, "Save The Land In Order To Save The Bay," but he tells me that that's just not catchy enough.

Most of the pollution that enters Narragansett Bay comes off the land and is virtually unchecked. For example, I-95 contributes 159 tons of toxic soil, 2,877 pounds of lead, 8,744 pounds of zinc, 9,722 pounds of hydrocarbons, 21 pounds of PAHs, benzene and toluene, to the Pawtuxet River every year.

The malls in Warwick, which covers 140 acres, most of which is parking, dumps 56 tons of toxic soil, 140 pounds of lead, 287 pounds of zinc, 191 pounds of phosphorous and 507 pounds of hydrocarbons annually directly into the same river that provides the Bay with one-third of its fresh water input. Total yearly impacts to the Pawtuxet River from transportation facilities are 732 tons of sediments, eighteen and a half tons of hydrocarbons, 766 pounds of lead.

If we were to multiply the pollution impacts to all our water resources in the entire State, we would need to take into account the following: In 1941, we had 801 miles of State roads. In 1987, that

number jumped to 10,727 miles. In that time period, the population increased from approximately 700,000 to 900,000. Registered automobiles increased from 120,000 to 558,000. Thus, while the population increased by 38 percent, auto registration increased by 365 percent, and the road miles by an astounding 635 percent. If we were to place these roads end to end, they would criss-cross the State east to west 183 times.

So, what does all this mean? Pollution spread over more and more land, becoming harder and more expensive to control or mitigate, contributions of tons of toxins to the fish we eat and the water we swim in. Thus, it is of paramount importance that we reverse our exclusive dependency on single-occupancy vehicles for transportation in Rhode Island if we are to have any clean water or any clean air. ISTEA is the first important step to afford us this opportunity. I would like to thank Senator Chafee for his leadership role in this endeavor and for today's ISTEA checkup.

How are we doing? As with all evaluations, there's the good news and the bad news. First, the good news. Under the exemplary guidance of RIDOT staff and RIDOT guidance, Rhode Island can be proud of a truly open and democratic process for the ISTEA enhancement activities. The people of Rhode Island decided how the State was to spend their tax dollars. Close to 200 applications were considered. The lady next door and State agencies were treated equally. This process embodied the spirit of public participation; so essential to the new law.

The bad news is the contrast between the enhancement activity process and congestion mitigation process. Projects proposed for congestion mitigation funds were not so deliberated. A small group of very well-qualified and well-intentioned individuals got together over many months and meetings and spent a lot of money without the benefit of public input. Because of this, I believe that the results of this process will be far less effective than they could have been.

For example, I am very worried about giving URI \$1.5 million worth of RIPTA services without accompanying policy changes and incentive programs that will encourage the use of mass transit and discourage automobile use.

I have also been very disappointed with the handling of a \$13 million demonstration storm water renovation project designed to help protect Narragansett Bay. More than one year ago DOT called many of us together, asked for our research materials, and that was the end of our participation. I am told that the information and the solutions rest somewhere with someone at URI. Save the Bay and every other participant has been totally shut out of the discussions and the decisions. I am told further that this project could take anywhere from four to six years to be implemented. Now, think about those tons of toxins that will be going into the river because of this delay. This process and the schedule are unacceptable.

In general, most of us saw great promise in the new mandates of ISTEA. This law promised flexible funding, flexible design standards, public participation and long-range planning. However, not much has changed in Rhode Island. The public participation, with a few exceptions, is nothing more than engineering drawings on a

wall with engineers standing around ready to answer questions. The TIP process is still a mystery to most town officials. Yet, it is the stuff of which constituent complaints are made. In the two mediation processes with which Save the Bay is involved, the mediators were chosen by the Transportation Department without a bipartisan agreement, casting a shadow of doubt on the whole mediation process.

The designation of our portion of the National Highway System was outside of any rational public participation or long-range planning process. We are still all wondering what new horrors it will bring to our beautiful rural roads.

Senator CHAFEE. Miss Walsh, we've got to stay somewhat within the limitation here. I want to give you plenty chance. How you doing?

Ms. WALSH. I was asked to give my opinion on ISTEA & that is what I am doing.

Senator CHAFEE. I want your testimony.

Ms. WALSH. Fine. I'm almost done. According to the 2010 plan, which is the transportation plan, 91.5 percent of our \$151 million allocation is spent on highway capital improvements and maintenance costs, 6 percent is spent on transit capital improvements and 2.4 on transportation system management. That's not acceptable.

Although rail lines pass within a short distance of both the Green and Quonset Airports, there is no plan in place to make these facilities truly multi-modal. The State of Rhode Island's largest employer, which is the State, does not have preferred parking for cars and van pools or any other effective policies to ensure transport in other than one's own car.

On a broader note, I am equally frustrated by the Nation's short-sightedness in funding IVHS, (Intelligent Vehicle Highway System) technology ahead of work on mass transit options such as bus, rail and MAGLEV. IVHS technology will serve only to put more cars and trucks on the roads, giving us more water pollution and air pollution and further imbedding in our lifestyles our dependence on cars. It is shameful that Korea can boast a full scale MAGLEV prototype while the American inventors of this technology are battling over scarce R and D funds from the Federal Railroad Administration. The ISTEA MAGLEV prototype program began with such high expectations, but now has seen two years of delay after one year of work.

There is much to be done, and I have some suggestions.

(1) Funding under congestion mitigation and other separable funds should be administered with the same open process used for the enhancement activity program.

(2) The 2010 Transportation Plan needs to be rewritten to reflect the letter and the spirit of ISTEA.

(3) Capacity expansion of any road should be undertaken only after all other remedies are employed.

(4) Removal of subsidies for cars such as free parking at work and shopping.

(5) Monetary disincentives and incentives for van pooling and ride sharing could be instituted at State facilities at a bare minimum.

(6) Pollution taxes for parking lots.

- (7) Bike paths for commuters.
- (8) Improve transit to summertime destinations and higher parking fees of those destinations to encourage transit use.
- (9) A shift in funding priorities, transit and TSM must be funded to reflect a commitment to these transportation solutions.
- (10) Congestion pricing at parking lots and tolls over the Newport Bridge.

I know RIDOT doesn't own it, but I'm sure something could be worked out; and in general, we need to start charging people the true cost of driving and not continue to subsidize this very destructive transportation mode. My question to you, Senator, is how can you help us change the "mays" to "shall" so that this law becomes truly responsive to our needs: Clean water, clean air and a State and national transportation system that will serve all our citizens, not just those who can afford it. Thank you.

Senator CHAFEE. OK. Thank you very much, Miss Walsh. Now, Mr. Whelan, the president of Friends of Kingston Station.

#### **STATEMENT OF DAVID WHELAN, PRESIDENT, FRIENDS OF KINGSTON STATION**

Mr. WHELAN. Good morning, Senator, Good morning everyone. The Friends of the Kingston Station is a nonprofit organization that has only one business item and that is the restoration and the preservation of the railroad station at West Kingston.

I would like to discuss today the Kingston Station Intermodal Transportation Facility Project, its background and the transportation services, the protection of the natural and historic resources, the neighborhood preservation.

I would like to start with a little history of what started as a crippling accident to the historic railroad station and has evolved into a wonderful opportunity not only to save the building but to make it a centerpiece of an intermodal transportation facility.

When it became clear that neither Amtrak nor State government was disposed to rebuild the station after the fire, a group of railroad enthusiasts and other interested individuals came together to organize the Friends of Kingston Station. About that time, some other efforts were made through the Amtrak appropriation business to gain a commitment for Amtrak to fund some portion of the repair. The Friends applied for and won a place in the \$100,000—a \$100,000 place in the State Historic Preservation bond issue, which you all know never happened. The Friends, in that connection, intending to generate an in-kind contribution, approached and won support from the University of Rhode Island landscape design faculty for a student project to create a landscape design for the general area around the station.

Nineteen students presented the results of their best efforts in December of 1990 and their scope embraced the land, the State land at the approach to the station, the railroad land and three and a half acres of private property which is adjacent to the South Kingstown, Narragansett bike path. The private property was open, vacant and former Pennsylvania Railroad property which had never been utilized. I have a copy of one such plan to show you. May I—will you pass that along to the Senator? The Friends

delivered several of these fine works to the State Department of Transportation early in 1991.

In a sense, at that point, and shortly after, the restoration of the station took on a life of its own. The students' plan included bus loading, parking, railroad access and bike path access, but Public Law 102-240 of December 18, 1991 gave it its name and reality. We listened carefully to your kind words about Senator Moynihan and his leadership in creating ISTEA, but as a ranking minority member of the committee and with your particular keen awareness of specific needs in Rhode Island, Senator, you have been a strong and successful leader in guaranteeing the productive future for the Kingston Station through ISTEA.

Senator CHAFEE. Thank you.

Mr. WHELAN. It's been five years—

Senator CHAFEE. Well, in mentioning Senator Moynihan, I wasn't trying to say that no one else deserves some credit.

Mr. WHELAN. It has been five years since the fire seriously reduced the utility of the building and created an eyesore that's still present. However, it appears that the restoration of the exterior and interior repair work contracts are ready to be advertised and work can start very soon.

Senator CHAFEE. What do you mean by very soon?

Mr. WHELAN. To have the building operational before the end of this year, sir.

AUDIENCE MEMBER. It has to be moved first, doesn't it?

Mr. WHELAN. No, it doesn't.

AUDIENCE MEMBER. Amtrak says it has to be moved to provide for a third railroad.

Mr. WHELAN. Well, that's possible, but it has to be fixed before it can be moved.

AUDIENCE MEMBER. They want to do it the other way around.

Senator CHAFEE. Let's take this in order.

Mr. WHELAN. I only have another paragraph for you.

Senator CHAFEE. No. You keep going.

Mr. WHELAN. While the structure is being repaired and prepared for historically important appointments, the infrastructure planning and the resolution of issues regarding railroad electrification and commuter and high speed rail is ongoing.

The completion of this project by the Rhode Island DOT will result in a fully functional historic building, and efficient intermodal transportation center with the potential for growth to meet new needs and inducement for greater reliance on public transportation and to enhance tourism, all without environmental or neighborhood insult. Furthermore, this is a Rhode Island Department of Transportation initiative; and finally, most gratifying to us, was the enthusiasm and professionalism demonstrated by a class of landscape design students working on a project in their own community. Thank you.

Senator CHAFEE. OK. Thank you. Miss Karen Salvatore, Executive Director of DOT Watch.

**STATEMENT OF KAREN SALVATORE, EXECUTIVE DIRECTOR, DOT WATCH, INC.**

**Ms. SALVATORE.** Good morning, Senator, good morning friends. This is the good news. ISTEA is the work of visionaries. It is the dream come true, thanks in part to the brilliance and statesmanship of Senator John Chafee. We have a law that is bulging with opportunities. With ISTEA, Rhode Island has the tools to improve the quality of our air, water, and environment, and thus enhance our economic viability in possibly one lifetime. The good news is that Rhode Island has an abundance of citizens who are talented, interested, motivated and ready and willing to participate hand in hand with the agencies to build a first-rate intermodal transportation system that redirects the emphasis from reliance on the automobile. The good news is that for more than a decade dedicated citizens, like Barry Schiller and Grant Dulgarian, have shared the vision of what could be. In fact, many of the positive things that are happening today are the result of over ten years of work on the part of these two individuals, and the Kingston Station is a direct result of a citizen initiative.

The bad news is that the vision and the dream is not shared by the State Division of Planning or by the State Planning Council, which is Rhode Island's metropolitan planning organization or MPO. It is not shared by the Rhode Island Department of Transportation. Instead, the public servants who run these organizations behave like cheerleaders for the highway lobby. It is because of their Neanderthal actions that Rhode Islanders will be clubbed and dragged by the hair into the 21st century while choking on the air, sinking in the water pollution and the resulting poor economic environment.

The real bad news lies in this document, the Ground Transportation 2010. Ninety-four percent of all the transportation funds are destined for highway and bridges and a mere 6 percent is allocated for categories including mass transit.

What Rhode Island could do, in the spirit of ISTEA, is throw away the existing Transportation Improvement Plan and start over again as the State of New Jersey did with projects that are designed to bring Rhode Island into compliance with the Clean Air Act and other Federal mandates and into the 21st century.

Instead, the State agencies have aggressively pursued outdated highway projects and adopted transportation plans that fall short of ISTEA potential.

What we could do under ISTEA is invest in a transportation network that enhances the national and historic resources of our environment and our economic development without destroying our neighborhoods, local character and sense of place. The reality. Instead State agencies are aggressively pursuing highway plans, such as the relocation of Route I-195. Now, this a \$300 million project, and if it is approved, it will side track any hope for a light rail system in this State. Rhode Island only has approximately a hundred million dollars a year. (About \$600 million under ISTEA for the next 6 years.) When you use a chunk like \$300 million, there isn't much left over.

The vision. Instead of relocating I-195, we could build a light rail system to move people and goods in and out of Providence on rail and road rights of way and then repair the highway on the existing alignment for about \$42 million. Since part of the existing rail right of way has been transformed into the highly popular East Bay Bike Path, and since Metaxom Avenue through Bristol and Warren is slated to be completely reconstructed and widened, a light rail system could be built down Metacom Avenue. This would be a boon to local economies—especially the Convention Center in Providence and the Fourth of July parade in Bristol.

The reality. The Quonset Access Road is planned as a brand-new four-lane Jersey barrier-divided, limited-access freeway from Frenchtown Road in East Greenwich to the Quonset Point Industrial Park. It is a plan to bring thousands of cars and trucks into the industrial park every day.

The vision. What could be under ISTEA is a third track on the main line to eliminate and the elimination of dimensional barriers during the electrification of Northeast Rail Corridor. If it isn't done then, it will probably never get done. And this vision would include moving commuters and freight safely and efficiently by train, greatly improving the economic viability of the port facility and the environment.

The reality. The Jamestown Connector Road is another lost opportunity. What could be under ISTEA is a scenic highway, not a limited access freeway built to interstate design standards. Remember that Rhode Island finishes dead last for conditions of roads and bridges, yet fifth highest in the Nation in the amount of money spent per mile. Something is wrong. It has to be corrected. Our agencies are stuck in the mindset of widening, flattening and straightening every highway and road in sight as if it were open season on the taxpayer and landscape. Although tourism is the third largest industry in Rhode Island, our roads and highways are planned through Rhode Island as if Rhode Island is a place to speed through on the way to someplace else and not a destination unto itself. That could be changed under ISTEA.

On the subject of public participation the vision ISTEA is to provide interested parties and the general public the opportunity to comment on long-range plans.

The reality. Here is how it happens in Rhode Island: One token public hearing was held on the Ground Transportation Plan in Providence on a hot summer evening. A great citizen by the name of Eugenia Marks' of the Audubon Society of Rhode Island pointed out that energy conservation was mentioned only once in this document and as an obstacle! Although citizens sat in a hot, steamy auditorium until well after midnight waiting for their turn to make passionate pleas for mass transit alternatives, within 36 hours after the hearing the State Planning Council approved the highway oriented plan.

An important hearing on the airport expansion was posted in the newspaper just before Thanksgiving. Neither the Warwick city planner nor *The Providence Journal* nor the *Warwick Beacon* newspaper reporters were aware of the hearing. Only five people showed up, four of whom knew of the hearing because they were on the State planning mailing list. (The fifth person knew of the

meeting from one of the other four.) When asked, the Statewide Planning Director expressed no concern over the poor turnout for a controversial project.

The Quonset Access Road public workshops were held by invitation only.

At another workshop on the Breakneck Hill Road, angry residents of Lincoln were asked to leave their own town hall by a RIDOT official.

For ten months, the State Planning Council and RIDOT sat on the National Highway System, never mentioning either the NHS or the April 30 submission deadline at monthly mediation and collaborative planning meetings held in South County. In April, when citizens finally found out about the NHS and pleaded for public hearings, they were granted only one on June 2. On June 17, against the unanimous objections of every citizen who attended that public hearing and against the objections of town councils who objected in writing, the State Planning Council approved their original NHS plan with only two small token exceptions. This exemplifies the State agencies' betrayal of the public trust. And it gets worse. Time after time auditoriums are filled with citizens who unanimously disagree with the Statewide Planning and RIDOT proposal (as in the case of the NHS hearing which was captured on videotape). Yet these citizens are being written off as a "vocal minority." Road projects were not an issue during the gubernatorial campaign. And if there is a silent majority, why don't they show at the numerous meetings? Franklin, Jefferson, Hamilton are citizens who chose to speak up and shape this nation. Those Rhode Island citizens who choose to participate should be respected, listened to, and never written off as a "vocal minority."

The Freight Rail Plan was passed without even minor changes requested by DOT Watch. This could all be different under ISTEA. A RIDOT official took the microphone away from a State Senator at a public workshop on the Tower Hill Road, Col. Rodman Highway Reconstruction Project when Senator Walter Gray attempted to engage the citizens in a public discussion of the proposal.

The process is only as good as the agencies that are charged with the responsibility for it. ROAD Island agencies simply go through the motions of public participation.

On the subject of planning, the vision. If planned properly under ISTEA, Rhode Island could be an intermodal showcase for the world within the next 20 years. The need to own an automobile could be almost eliminated. A good plan would emphasize mass transit and intermodal links, "Traffic Calming" techniques and underground utilities on all reconstruction projects. Further emphasis could be placed on aesthetics such as plantings and in-character lighting and wooden guardrails. Walls of crushed rock and ACI-type fencing should be banned. A regional planning forum similar to the successful Falmouth, Massachusetts, transportation initiative, could be established to address policy decisions that fuel road design. These are all the possibilities. In a regional forum, citizens and officials could together look beyond the town boundaries and develop policy to implement transportation projects based on community values and economic goals, taking citizens out of the reactionary stance and forming an essential partnership needed to in-

vestigate all the alternatives available to meet transportation needs.

The reality. With the exception of a few token projects, it will remain business as usual in ROAD Island. State agencies will continue to simply offer a limited menu of A, B, C, D, all of which are highway and road widening projects, as in the case of Jamestown, I-195 and Quonset Access Road, so that the permitting agencies can say that they chose the least damaging practical alternative based on what was presented. State agencies will probably continue to ignore or fight citizen initiatives such as Margaret Petruny Parker's noble effort to develop a regional planning process. And they will continue to ignore the hard work of citizens like Maria Mack and Audrey Rearick, and Winston Stadig and Kate O'Malley in their pursuit of a sane transportation policy and plan. All of this could be different, but they probably will continue to take taxpayer's money and use it to accomplish their agenda against the will of the citizens. The feelings expressed by several men at public meetings that they "felt raped by actions of RIDOT and helpless to do anything about it" will continue. They will continue to deem slight increases in air pollution on major projects as insignificant, even though under ISTEA and the Clean Air Act the goal should always be reduce emissions on all projects in a serious nonattainment area.

In conclusion, here's what could be done on a State and Federal level to take full advantage of ISTEA. RIDOT could be dismantled, rebuilt from the ground floor up. It could be renamed the Rhode Island Department of Intermodal Transportation and expected to act accordingly. Statewide Planning requires the same treatment. The State Planning Council (MPO), should be made up of citizens, not office holders, from the 39 cities and towns plus the Narragansett Indian Tribe, taking care not to allow any special interest, like the Construction Industries of Rhode Island, to sit on the Council. A mechanism could be developed to give citizens the ability to redress public servants, who through their actions or inactions betray the public trust or remain insensitive to citizen demands and recalcitrant toward citizen initiative.

Remember, there has been a lot of discussion on enhancements today. Enhancements only represent \$3 million a year Statewide as opposed to the \$100 million a year budget, but what we could do—

**Senator CHAFEE.** Miss Salvadore, we have got to stay somewhat close to this five minutes.

**Ms. SALVATORE.** What we could do is start with a new tip and use these wonderful proposals that have been made for enhancements as a basis for the new tip. And on the Federal level, Senator, what we could do possibly is ask the Congress to reconsider having the U.S. Army Corp of Engineers make the critical permitting decisions. This is tantamount to allowing the fox to guard the chicken coop. Just look at the military's toxic legacy.

We could ask Congress to consider giving citizens the ability to hold accountable for redress Federal officials who, through their actions or inactions fail to protect the public and act merely as an expensive rubber stamp for whatever State agencies request. And we could ask Congress to consider finding a way to give cities and

town councils more power to remove roads from the National Highway System, that are not part of the current interstate system, if the councils make that request. And perhaps we could ask Congress to find a way to require the DOTS to channel money directly to cities and towns who wish to design and/or build their own roads.

The State agencies have the money, the equipment, the paid staff to continue their war against the citizens and the environment. They control everything from the choice of mediators or the collaborative planning process people to the consultants and the flow of money. All the citizens have are their wits, their words and their convictions. Although it will take time,—eventually the citizens will win the war, much for the reasons like those of our founding fathers of this great nation. Even the vast resources of two State agencies cannot kill a vision. Thank you.

AUDIENCE MEMBER. Atta girl. You tell them.

Senator CHAFEE. Mr. Henry Sherlock, who's the Executive Director of Construction Industries of Rhode Island.

**STATEMENT OF HENRY SHERLOCK, EXECUTIVE DIRECTOR,  
CONSTRUCTION INDUSTRIES OF RHODE ISLAND**

Mr. SHERLOCK. Thank you very much, Senator. I have had some involvement with transportation for some 30 years. As the Senator indicated, the first six of those 30 years was working during his Governorship in the Department of Transportation.

I'm here today representing Construction Industries of Rhode Island, and I would just like to remind everyone that we not only build highways and bridges but we have built the bikeways so far. We will be very happy to build and we have built Park and Ride lots. We are awaiting the third rail, if it ever comes to pass. And I might say to Mayor Lanctot, we are awaiting the bike path in the Blackstone Valley; and if people tell us to put Rockettes and cherries there, just put it in the specs.

I would like to emphasize one thing at the outset, how important ISTEA is to the economy of Rhode Island. The Senator mentioned 5,000 jobs. There are these thousands of people who are busy right now doing very important work on the infrastructure, and Senator Chafee's efforts in getting money not only through this ISTEA Act but the interstate substitution money of the past are very important to what's been done in Rhode Island.

We in the construction industries look for a focus on three very important things, and there's a lot of anti talk that we hear today, but the fact of the matter is that there are 600,000 motor vehicles registered in Rhode Island. Considerably more than 90 percent of personal travel is by automobile. It's also important to keep in mind that more than 90 percent of the goods going to and from our manufacturing establishments and retail establishments go by automobile. The tourist industry is very dependent on the automobile, so we just can't dismiss the fact that there are tremendous needs there.

It's been mentioned not only here but elsewhere that there was some study by North Carolina or some other university program that we didn't get in effect much bang for our bucks; but the study

was, frankly, very ridiculous. In recent years, we have had to take the equivalent of two years of transportation money and put it into the Jamestown Bridge, which was a very important project, since the other one was about to fall down; and the remainder of it into the Capitol Center improvements in Providence that every leader in the State apparently favored as very important to the renaissance of Providence. So, that's where a lot of the money went, and there was only a net result, if you want to measure it that way, of probably five miles of improvements. That's pretty ridiculous. Maybe people should come back next year and measure it then, because the emphasis of this year's highway program has been on the Community Highway Improvement Program, the CHIPS, and the modified triple R, and there's going to be 150 miles of improvements. That might be a more accurate measure of what's going on.

Another priority, obviously, allies with RIPTA; and the biggest problem with RIPTA, as we all know, but it's not a glamorous one that people are going to go out and do a lot of hard work on, is the lack of operating funds. Some operating aid was provided in ISTEA. But the fact remains that the system has been shrinking and shrinking due mainly not to the lack of capital costs, because there is capital help in ISTEA and in past transportation bills. It is the operating costs, but you don't see a lot of people running around the State House trying to get operating money from the Governor and General Assembly. That's not a very glamorous, high profile thing to do. But we have got to be supportive and concerned about demonstration projects. One was approved recently, providing operating aid for two years for bus service between the metropolitan area and the University of Rhode Island. What happens after the two years?

What happens to the rail passenger service that we now have from Providence to Boston? The State gave \$7 million of equipment costs to the MBTA and in return got \$7 million—seven years rather of subsidized passengers. How many passengers, I don't know. Nobody seems to talk about it. But we are going to have to face the fact that two years from now when these programs, the demonstration phases are over somebody is going to have the step up to the plate and either provide operating money or curtail the program. It is all well and good, and we are supportive of the URI demonstration. We are supportive of the study on the third rail and what the implications might be both costwise, environmentally and possibilities of the raising the bridges, making the double-stack trains, make it feasible for them to pass under bridges. We are supportive of studies, but we have got to keep in mind that on a lot of these things experience has taught that this is not like the movie, build it and they will come.

We have a history of railroad failures, a bus company failure that the former Governor had to rescue. So, it is not automatic. And a hundred million, as Karen rightly pointed out, isn't a tremendous amount of money considering all the needs; so, we are going to have to carefully consider just where the dollars are devoted. From our point of view, the intermodal aspects are certainly important, but we can't forget that there are an awful lot of motorists who are paying over 40 cents a gallon of gas who are entitled

at least to get some of the money back to keep up our roads. Our economy needs it, and we have got to keep that in mind.

There's one other thing that is important to our industry. It may be very important to the State that I did want to bring up. ISTEA has an awful lot of positives, and we have been dwelling on those today, as we should be, but there's one thing that our people feel very strongly about, and that is there is a provision in ISTEA to add rubber in asphalt mixtures. Questions are being raised across the country by many State agencies, by pavement and construction companies and associations, and these questions cover a wide range of problems including greatly increased cost of pavement. The affect on the recyclability of pavement materials, potentially harmful stack air emissions while it is being produced, and worker occupational exposure. State by State questions and actions pertaining to these things are summarized in a paper recently submitted by the American Association of State and Highway Officials to a House Committee.

Now, if any of the cost statements turn out to be at all practical, we are talking about 50 to 100 percent increase in the cost of asphalt, which would have a big affect on the program. There would be fewer roads repaved and many fewer people employed in the construction agency, in the construction industry I should say, and some people will say, well, that's not all that bad having higher costs. Maybe it is paving as much. But the ones that I've noticed who are saying that are people who have products that they want to compel the States to use, or people who don't run asphalt plants as our people do. Our people have a lot of experience and wisdom to offer as to what might happen, and we were quite surprised a year ago when Federal Highway said the study that they are conducting didn't even take into consideration cost; and we were led to wonder what kind of study wouldn't even consider cost. Our companies are not against innovative programs. We have been doing an awful lot of recycling cold mix, recycling hot mix. Several of our companies have invested millions of dollars in recycling. New plants to make their recycling possible. They are good ideas. They are good marketers too, but they are just not convinced that the requirements of ISTEA ought to be implemented without further study. The tire disposal problem, perhaps it could be handled in a different way. DOT has studied alternates that would allow use of the tires in foundations and fill, and it would have the same impact on the overall problem. So, we are asking, Senator, that enough study before we get too far into this be done to answer questions that are being raised across the country. With that, I would say thank you, and I again want to express my appreciation on behalf of all our members for all you have done in Washington for the ISTEA program and for others. Thank you.

Senator CHAFEE. Thank you very much. Now, we will hear from Ann O'Neill, who's the president of South county Tourism Council.

#### STATEMENT OF ANN O'NEILL, PRESIDENT, SOUTH COUNTY TOURISM COUNCIL

Ms. O'NEILL. Thank you, Senator, distinguished panel, ladies and gentlemen, it is indeed an honor to be included in today's hearing

to provide testimony relative to the opportunities possible through the 1991 ISTEA to expand modes of transportation, protect our environment and resources and enhance economic development, particularly through the tourism sector.

My comments will only highlight the possibilities inherent in ISTEA as it relates to tourism development. And by the way, you might note, as Karen mentioned, that tourism is Rhode Island's third largest industry. It employs over 25,000 people, generating a billion dollars in revenue. To echo some of the other thoughts, it is great to be talking with other agencies. It seems as though we never really talked in groups like this with transportation, DEM, State and Federal Government. It is wonderful. Welcome to South County, Rhode Island. The "Rhode" ends here. If you happened to read this morning's South County edition of the Providence Journal, you may have noted Gerry Goldstein's column announcing the winner of the South County Tourism Council's contest to create a slogan that would bring a smile of welcome from people in South County as they greet visitors to our State. We are trying to get that point across. Judges from around the country selected the winning slogan which will be emblazoned on 10,000 stick-on badges available to small businesses and municipal employees this week. Today is also the opening day of the world scholar games hosted by the University of Rhode Island, located in South County, and our towns are pleased to be part of this State-wide celebration welcoming youngsters from around the world to the smallest State in union. The reason I'm mentioning this is, unintentionally, "the Rhode ends here," also captures the attitude of almost all of the 100,000 residents in South County as it relates to road projects when spelled "r-o-a-d."

Let me take a minute to share some of the background information about the South County Tourism Council. The Council is a marketing organization. Our board of directors works diligently to develop policy aimed at positioning South County most effectively as a destination of choice to the traveling public. Don't just pass through. We want people to stop in South County.

After determining who and what we are, setting short and long-range goals, and developing a strategy to meet the established goals, the Council's advertising and public relations programs have proved to be successful despite a sluggish economy. Our revenues from the hotel tax have increased annually, and our 100 percent natural theme, describing serene, pristine South County, appeals to all ages from young families to the mature market. The board's challenge is to balance the promotional aspects of attracting tourists with our desire to protect the environmental qualities that create the very value—rural South County—we are selling.

The South County Tourism Council is one of six State-wide, regional promotional agencies, and South County is involved in all phases of rural tourism development. We are working cooperatively with all the other regions and we are part of the State-wide marketing committee. Currently, we are working with the Department of Economic Development's Tourism Division on a ten-year State-wide tourism development plan utilizing a grant garnered by the Department under the guidance of Dr. Richard Seely and David

DePetrillo, Director of Tourism. The results of these planning deliberations may be very helpful to this committee.

The South County Tourism Council also initiated meetings with town planners and the State's Planning Division to incorporate a vision for tourism development in mandated comprehensive plans. A vision with which we could all agree. Delightedly, a consensus was reached quite readily and preservation, environmental protection, historic resource designations and transportation enhancements from bikeways to improved signage were at the top of every town's agenda. Travel trends and the competition are constantly monitored to determine South County's course of action (and indeed the whole State of Rhode Island). You know, the State of Rhode Island is competing in tourism with other destinations. I don't know how many of you have seen the recent ads for the State of New Jersey, and it looks like you are out on Narragansett Bay. At a recent State of Rhode Island and Newport Convention and Visitor's Bureau cosponsored event, the arts and tourism were the hot topic. Almost ten years ago the greenhouse compact identified the arts as an economic development component which was underutilized and should be developed Statewide and promoted as part of the tourism sector. Hopefully, we will now make haste Statewide in developing cooperative ventures, and as the popular slogan States, "let's just do it". ISTEA offers potential support for elements in developing the arts and tourism through preservation of historic sites and buildings which could serve as exhibition venues or permanent homes for the performing arts.

Another example is the South County Trail. It does exist as a State road, although South County does not exist as a governmental or legal territory. South County is not on the State's map. Here is one of the ways you might help us, Senator. We have asked quite often required when the State map is printed, if, under the words, Washington County, you could note, commonly known as South County. South County is not on the map.

That would help us a lot. The Council has created a South County Trail Historic Guide to attempt to pull together the very interesting historic attractions located along the South County trail. Our "real" historic treasures are fascinating attractions to residents and visitors alike. Nonmotorized touring of the trail would provide an additional attraction in and of itself.

Moving people efficiently and comfortably can only heighten their sense of well being, particularly if nonmotorized. But efficient mass transportation from high speed rail, improved airport facilities, ferry services, bikeways and safe roadways are all necessary to attract visitors to New England, Rhode Island and hopefully South County. I'm glad to see the information on moving by water handed out today.

In South County, we are all anxiously anticipating, by the way, the upgrade of the Kingston Station, and congratulate and thank you, Senator, for your efforts on our behalf. An intermodal transportation center coordinated with the State of Rhode Island's center in Richmond and Newport to the east will provide invaluable service to the recreational and business traveler.

Technically, as we have seen, we have a tremendous pool of knowledge testifying this morning. In South County, as you have

also seen from the audience, we have grass roots, knowledgeable citizens willing to spend hours in zoning, planning and mediation hearings anxious to hammer out acceptable compromises with State and Federal officials which we hope, will have a redeeming social and environmental impact on our area. As the home of the University of Rhode Island, South County provides a rich reservoir of resources which we should utilize to the fullest. As a land grant institution, our agricultural heritage is well represented and URI can serve to preserve our rural heritage and scenic landscapes. We did participate in a mission accomplished with URI. During URI's 100th anniversary year celebration, the University staff and the private sector, the Washington Trust Company, cooperated on a beautification project which resulted in the planting of over 36,000 bulbs at the University and all along entering routes to South County. The profusion of blooms was particularly gorgeous this past spring. Through ISTEA we could build on that project each year with roadway enhancements Statewide.

A mission still to be addressed: instead of medians and rotaries overgrown with dangerously high grass and weeds by June, we could plan to treat the areas to a process which would allow for the sowing of wildflower seeds and reduce the grass cutting to wide, one-time only swipes, during the spring season. If you go down the median, you could swipe either side. We still have medians overgrown in South County. ISTEA might allow for the flexibility which would create jobs, a safer environment and beautify at the same time.

Many of our residents complain about excessive highway lighting while our visitors can't find their way off an exit because they are often poorly lighted; ironically, in the area of the State's welcome center in Richmond.

My next topic is signage. The State of Rhode Island desperately needs a Statewide signage program. As members of the Statewide Marketing Committee, the Tourism Council, and Bob Billington is here in case you have some questions, Senator, were assigned the project of submitting an application for a Statewide comprehensive visitor directional signage program to the Transportation Enhancement Advisory Committee. The project has been submitted to TEAC, and it calls for a signage summit along with policy development, design elements, organization, program creation from signs to maps, maps to kiosks to people, to produce a fully effective program. An investment in an adequate signage program is absolutely essential if we are to enhance tourism Statewide. An added benefit would be ease of travel for Rhode Islanders. I still get lost once in awhile with the new roads. With our new convention center opening in December, the T.F. Green Airport upgrade in Warwick, the emerging tourism highlights in the Blackstone Valley, (particularly the steamboat venture), and the possibility of a casino in Charlestown, Rhode Island needs a visually but nonpolluting coordinated signage program. The potential for tourism development in rural Rhode Island needs to be nurtured to create economic opportunities. ISTEA can provide the boost to our natural and historical resources that will enable rural Rhode Island to lay a solid, acceptable foundation upon which to build. Admitly, tourism is alive and well in Providence and Newport. Development should now be fo-

cused on rural Rhode Island. I have a list of a sampling survey of nonmotorized projects submitted to the TEAC for funding in South County. Charlestown: upgrading access to Charlestown Beach; Narragansett: beautify Ocean Road, renovate Sunset Farm, continue to rehabilitate the Towers of Narragansett, construct a pier off Monahan's Dock, and build bikeways and a nature trail at Canonchet Farms; North Kingstown: renovate the new airplane museum, provide a bike path from Wilson's Park to Smith's Castle, create scenic trolley routes. Create scenic—we have Tony Lackowicz, who could expand on the following. Richmond, we have Shannock Village bike path, equestrian access; we Tony South Kingstown, Saunderstown River Heritage Corridor and greenway, Kingston Village sidewalks and period lighting, pedestrian bridge in Peace Dale, and a Route 108 bike path to Peace Dale. Westerly, again, restoration of Westerly's victorian train station. Of course, the North/South hiking trail will benefit the western part of our State, and last, but not least, stones. The Tourism Council's initiative to save those old New England stone walls. Visitors from around the United States and international tourists are intrigued by our New England in a nutshell typified by Rhode Island's stone walls.

In summary, if we are to preserve the very product being marketed by the State and South County to the ecotourist, the green tourist, the adventure tourist, along with the residents and visitors who traditionally visit Rhode Island's shores to enjoy our breathtaking scenery, we, involved in construction and development must all work together to preserve and protect Rhode Island's assets utilizing as much nonmotorized modes of transportation as possible. We also applaud your Scenic Byway Program. We should also support a regional approach to transportation issues and projects in order to truly measure the overall effect that construction and development will have on the social, environmental and economic life of a region.

We at the Council congratulate Senator Chafee on his vision in helping to create the vehicle ISTEA by participating in the public process with specific suggestions. We also hope that our enthusiasm for a bright economic future is captured in the phrase, "The Rhode, R-h-o-d-e, begins here," in our deliberations today.

Senator CHAFEE. OK. Thank you very much. Those are all good statements and very helpful. I just want to address the point that Mr. Sherlock made about the provision in the ISTEA measure that deals with using ground-up automobile tires in asphalt, and Mr. Sherlock and I have discussed this. This is actually a measure that I put into the ISTEA. Let me just briefly review what it does, because Rhode Island contractors have objected to it. First, I want to say that the requirement begins in 1994. The 5 percent of the asphalt used must have the scrap tires in it, and this rises from 5 percent in 1994 to 20 percent in 1997. The problem in our Nation is we are being engulfed by these used rubber tires, and we don't know what to do with them. I'm sure that Mayor Lanctot doesn't know what to do with them up in Woonsocket. The State doesn't know. We have got one of the largest collections, if you would, mounds of them up in Smithfield. Is it Smithfield or North Smithfield?

AUDIENCE MEMBER. Smithfield.

Senator CHAFEE. And they are a terrible hazard. If that pile up there ever caught fire, we would never put it out. In addition, as you know, tires are breeding places for insects and present all kinds of problems.

In the United States, 250 million tires are made every year. That means 250 million tires are discarded somewhere, and we don't know what to do with them. So, this is a modest step. It wouldn't do anything about getting rid of the backlog, but it would keep up with the tires that are being produced in each year. So, 5 percent in 1994 of the asphalt would have it, and 20 percent by 1997. It also provides, as Mr. Sherlock noted, that the Federal Highway Administration can set this requirement aside if the rubberized asphalt does not perform well or if it cannot be recycled into new roads. As you know, asphalt is now recycled. There is a suggestion that if you put these rubber tires in there, it can't be recycled, so that would be another reason to throw it out if that's true; and if there is a increased risk to health and the environment from rubberized asphalt.

The Highway Administration and EPA have been making these studies. They found no evidence to indicate that rubberized asphalt has these problems. Several States and local studies have shown the material can be recycled. This isn't something that we just conceived from nowhere. This rubberized asphalt has been used in California and Arizona, and California already is meeting the 5 percent use asphalt, the 5 percent use requirement. So, I understand Mr. Sherlock's concerns, and I don't take them lightly, because I have met with him and some of his folks, and I will check again with Federal Highway Administration and EPA and see if these studies are legitimate. I understand your concerns and we will try to handle them. Now, I have some questions, and I'm sure that Mr. Boffi will want to react to some of the suggestions that have been made here. I guess I was incorrect to introduce you as Director of the Department of Transportation, Karen. Now, Miss Walsh, you, as you know, we have got this specific funding for the storm drain retrofit; and as I understood your testimony, you felt that you weren't consulted on that, and that nothing has happened, is that right?

Ms. WALSH. Yes, more or less. As I said, it's been more than a year since a group of us got together to discuss the problem. All our materials have been whisked away to the University of Rhode Island. When I called to ask about the study and how it is going, I'm told that the decisions will be made at sometime in the future, and that's pretty much all the information the public is allowed to know.

Senator CHAFEE. We will have a chance to ask Mr. Boffi about that when he's here. I think it was a wise suggestion of his and helpful for him to come last. I ask you and Miss Salvatore this, as you know, Rhode Island and all the States can take advantage of new design flexibility as a result of this legislation. If a highway is not on the highway system, and very few highways will be out of our total mileage, it doesn't have to conform to national standards, and there is a question now whether it has to perform for national standards, but anyways there's a lot of flexibility given. Do you think Rhode Island will take advantage of that flexibility?

Ms. SALVATORE. Currently, no. I don't. I don't believe they will take advantage of that flexibility. We really would like to see Rhode Island develop its own set of design standards along with the citizens. But the Department of Transportation and the Division of Planning have not seemed to be interested in that proposal whatsoever.

Senator CHAFEE. Well, it is there and we put it in for that purpose so that the State—what do you say about that, Miss Walsh?

Ms. WALSH. I'm not very conversant in AASHTO, but I do believe there are a number of ways of changing those hard and fast standards with the design exceptions. This is a way of redressing that problem. I don't know whether the better route would be to design our own standards or to look very, very seriously at the design standard flexibility already embedded AASHTO. I really don't have an opinion.

Senator CHAFEE. Miss O'Neill, I thought your point was pretty good about Statewide signage. In Maine, you see it all the time. They have very attractive signs, small and informative, and you say that you are trying to achieve that here. How are you doing? What's happening?

Ms. O'NEILL. Well, we had submitted our proposal to the TEAC committee. It had a fairly decent reading relative to the highest reading I could determine from the review of all the pieces, but I know you are not mad about signs and billboards, but by the same token, if we are going to move people around efficiently, we have to design signs coordinated with maps and tourist centers right down to the latest in kiosk and then to the people who can help out.

Senator CHAFEE. I think your point about stone walls is kind of interesting. They are unique and we accept them and see them fall down and just sort of disappear, and it would be like the passenger pigeon. Pretty soon there won't be any left. The question is can you find anybody to repair stone walls?

Ms. O'NEILL. The Narragansetts, in South County, certainly have built a lot of stone walls when that area was a farming area. They are still around town building stone walls. Our thought was it wouldn't necessarily cost a lot of money if there could be a program set up where people could be instructed, at least a professional could come along and have him in effect help them. Interesting, the stone wall on the opposite side of the street was built by two orientals. They built a beautiful stone wall, and across the wall they took the native stone wall down.

Senator CHAFEE. That's too bad. I think that the point that Mr. Sherlock made was a pretty good one, and Mr. Trevitt wrestles with this all the time. How do you get people to use alternate methods of transportation? We have all been through this. We provide funding. It is a vicious circle. You have fewer riders so they cut back the service, so, therefore, there are less riders, and they cut back the service more. You try it the other way. You provide funding like this, very substantial amount that I got for the RIPTA for operating. As you know, a tough call in this business is operating funds. It is not capital funds, but are we going to be—how are going to get people to ride the bus? I suspect alternates methods of transportation. How are we going to do that? Miss Walsh, you are all for it, but how do you do it?

**Ms. WALSH.** I suggested charging people what it cost to drive. If you believe CLF's (Conservation Law Foundation) calculations, it really does cost us more than \$4 a gallon of gasoline to drive, including our health insurance, our defense budget, the subsidies that we have for parking, et cetera, et cetera, make it harder to drive, make it more expensive to drive, and then you will see transit ridership go up.

**Ms. SALVATORE.** Senator, you can't take mass transit unless it is there. All around the country, wherever they built good intermodal systems, the ridership exceeded expectations. We have to build it. People in Rhode Island can't afford their cars. They can't afford the insurance, the maintenance or the gasoline. That would be a great boot to get the people in Providence out of the inner city and out to where the jobs are. Get them off the welfare roles and give them the mobility to get to the jobs, and we hope they will be at Quonset Point, Davisville and up in Woonsocket, but they need a way to get there.

**Senator CHAFEE.** I'm a big mass transit person; all for it. We had a railroad train that came from Westerly every morning up to Providence and just didn't have adequate riders. Henry Sherlock remembers that. When you talk of modern light rail transportation, I'm not sure what that means. Why can't we use the present-ly existing railroad tracks? Why construct something new?

**Ms. SALVATORE.** No, we can. That's what we should do. We should use the existing rights of way. Like the people in Sacramento did. They built one of the least expensive transit systems in the whole nation using existing rights of ways, and we have lots of those. One of the things we should abolish at the Rhode Island DOT is the real estate department. They keep taking up all of our land from our citizens and their businesses and taking all the money off the tax role when there's lots of rights of ways that they should be using instead of taking all our land and our businesses.

**Senator CHAFEE.** OK. Well, thank you all very, very much. I appreciate that. I appreciate you all coming. We will take a short recess.

[Recess.]

**Senator CHAFEE.** OK. Let's get started. Mr. Boffi? Fine, we are very pleased to have the State Director of the Department of Transportation here. We appreciate your coming. You go to it. Is Mr. Gordon Hoxie here?

**Mr. BOFFI.** Yes, he is.

**Senator CHAFEE.** All right. Nice to see you. Dan Regan too?

**AUDIENCE MEMBER.** Yes, sir.

**Senator CHAFEE.** Are you going to stay? I would like to say hello before we finish.

**AUDIENCE MEMBER.** Yes, sir.

**Senator CHAFEE.** All right, Mr. Boffi, why don't you go ahead? We are glad you are here, and you are a big hitter in this league.

**STATEMENT OF HON. DANTE E. BOFFI, JR., DIRECTOR,  
DEPARTMENT OF TRANSPORTATION**

**Mr. BOFFI.** Usually when the word big is applied to me, it has to do with my weight size. Senator, first of all, thank you for being

here. You alluded to a gentleman that is a legend in our department, Angelo Marsello, and fortunately and unfortunately, every director of transportation is measured against him; and so far no one has cut the mustard, so he is certainly a standard against which we measure ourselves.

Senator CHAFEE. That's very nice of you to say that, because Angelo came to work for me when I became Governor. I lured him from Gammino, and he had previously served as director of the Department of Transportation under Governor Dels esto two years before that from I guess 1958 to 1960; and when I came in 1962, January of 1963, Angelo came to work and remained with us for the six years, and a man I had tremendous respect for and affection, and so that's very nice of you to say that.

Mr. BOFFI. Others have already said you are a supporter of this service system. I don't have to repeat what they said. You were as Governor and Senator, and a little thing like rubber and asphalt, where we totally agree with your concept, absolutely agree with your intent and simply will beg you to work with us on implementation. I don't think that's going to change the love affair. First of all, before I get into my agenda, I would like to talk about—one of the reasons I asked to speak last is that in 24 years of government, I found out the hard way that if you listen to others rather than your own voice, you make less mistakes, and the people this morning was a good indication of the kind of talent we've got in this State in all sectors, whether it be public, private or just individual citizens. 95 percent of what was said this morning I have absolutely no disagreement with, including certain criticisms of the State bureaucracies. In the past, primarily, and even in the present, to some extent, the State bureaucracies need to enlighten themselves a lot more. Most of the speakers I think spoke from their heart and used data they have researched over years, and I think most of the data was accurate. Naturally, with any concept, with any topic, you will have people serving other interests, interests that are not those that are purported. That's OK. We are all big men and women and we can handle that, and we let the silent majority, the million people of Rhode Island decide. They decide by either electing you or not electing you. They decide by electing or not electing our Governor, and we will take the call from them. However, people interested enough to come out, even at times they portray things other than as their silent majority wants, they are still important, and we should listen to them. Before I get into some of my points, I just wanted to say to Miss Walsh, the Land Use Coordinator from Save the Bay, that she is absolutely right, that drainage study languished for over a year and a couple of State departments were to get involved in that, DOT, and DEM; and her consternation is right on target.

That division no longer exists in DOT. We have integrated the planning function with the design function into what we now call program development; and if that thing doesn't get off the ground now, it won't be the fault of any bureaucrat. It will be my fault. I will have to answer to her and others on that one. But as of now, that thing is not languishing anymore. Ms. O'Neill's point concerning signage, the Department fully agrees. We are going to be entering into a consultant study. We will go through our normal con-

sultant selection process, which is a DOT, DOA process, and we will select a top quality consultant group to do a State-wide signage study, and they will certainly have to work with not only the professionals in the field but individual cities and towns, community groups and private citizens. That is long overdue. We have been engaging in a Band-Aid approach over the last few months trying to respond to needs that have gone unmet or ignored, and some of the signage you have seen go up lately in the last few months are just our way of saying we are listening. This is our Band-Aid but a full scale State study is long overdue. That was an excellent point. As far as mass transit, those that mentioned mass transit, mass transit has not been a stepchild of transportation planning. It has been a sad joke. To even call it a stepchild would be a form of lie. There is no question that not enough has been done at the national level, let alone the State level, in mass transit and some of the communities that have tried to make a difference, unfortunately, they are running into severe budgetary problems. Even though the ridership increased, they are running enormous deficits. There's still not a commitment to decide if mass transit is to be a business or a social service, and that has to come from every State capital and out of Washington.

So, the criticisms, the transportation in this State has been asphalt concrete and steel and not enough mass transit is correct. The *ad homina* regarding the professionalism are uncalled for. They are career professionals, very sincere in what they do. They don't try to lie or bully anybody. They have had an open door in the past and their doors are open now. We don't engage in *ad homina*. We will keep out of that battle. The points I wanted to make, notwithstanding the very generic response, because there certainty is no rebuttal to the truth, the truth is the truth. We need to do more in a number of areas that were alluded to. The challenge, as I see it, has to be in these areas for this State and then we will talk nationally, because it integrates nationally. In a recent AASHTO conference, there's concern about our crumbling infrastructure. There's a lot of concern, depending on the geographic area where you come from, there's a lot of concern on land use and there is an abundance of concern, but from the wrong perspective, on air quality and water quality.

Air quality and water quality are treated as constraints, treated as bad guys, the transportation gurus have to deal with, as opposed to being integrated within their very goals. So, to the extent that the national organization, AASHTO, can embrace the constraints and make them variables to maximize, then I think we are talking the same wavelength. Otherwise, all you are going to have is a lot of people at cross-purposes using their power in Washington and big money talks and everything else walks. We may see ISTEA go by the wayside and something far less enlightening replace it if we don't walk that terrible tight rope of the environment, public safety, a crumbling infrastructure and mass transit. You can't swing the pendulum to the other direction too soon. By the same token, you can't give it lip service, so in the States where it's been for a generation.

Freight is the number one priority of the new DOT's. There's been so many new DOT's since Angelo Marsello, nobody believes

the adjective "new" anymore. The number one priority is freight, because if Rhode Island doesn't get a *bona fide* freight capacity, Rhode Island is going to continue to be the butt of jokes in this region. The Wall Street Journal has done enough cartoons and verbiage on Rhode Island. That shouldn't be, and that's not going to be. Freight is our number one priority. Our number two priority is light rail. I know it is benign and over simplistic and testifies to my nescience of the variables in the field. But if Disney World can do it, why can't Rhode Island do it. We are only a little bigger than at Disney World. You see everything at Disney World, including a vacuum system that my wife wants, but that's another subject. The surface transportation and shuttles and buses, and believe me by the turn of the century, you come into a Rhode Island that has retained its rural character, that has a *bona fide*—because and if we have, because somebody did the crazy thing, some brazen businessman did the crazy thing of going to the Junior Senator of Rhode Island and saying, John, will you go and talk to Elizabeth Dole and save this project, and the Junior Senator from Rhode Island saved the project that a lot of people said was nuts.

Moving those rivers and opening inner Providence is giving us a little bit of San Antonio. Now, if we can decide through a EIS process what is the right thing for Narragansett Bay and Rhode Island and Providence and decide what we are going to do with I-195, to the extent that we ever did open up our waterfront, then we get a little piece of Baltimore, and then we definitely promote Providence so it looks more like Portsmouth, New Hampshire and Wickford, Rhode Island with office parks, other than the kind of skyscrapers we have in downtown Providence. Providence, by the turn of the century, if transportation projects alone are allowed to take root, let alone the economic things and political things, people with better minds will do; but if transportation projects alone open up the City of Providence, it will be the jewel of the Northeast. We are a city State. I know it is a lot longer from Providence to Charlestown than it is from Charlestown to Providence. I know the difference. The distance differences are definitely perceptual. Nevertheless, we are a city State, and if you make Providence conducive not only to tourism but to a quality of life that testifies to the whole State, that is going to bring in big bucks and jobs. Without jobs, we have got nothing in the State. That's why you have to walk the terrible tight rope.

You have to make sure you just don't throw the big, bad corrupt only interested in themselves construction industry down the drain, because they are not big and bad, and they are not corrupt and they are not only interested in themselves. They represent 7,000 families at minimum, and indirectly, they probably represent other tens of thousands of families. You have to walk the terrible tight rope.

There are students like the ones sitting in the front row, who I'm proud to say is as big of a pest in what he does as I am in what I do. We got students at URI trying to make mass transit work, and he's right when he says that putting Federal money or State priorities and giving it all kinds of a fanfare for RIPTA to go to URI and run a convoy of buses isn't enough. The faculty and students have to buy into it, and they have to buy into it in an integrated

way. It has to be part of their tuition structure, their room and board structure so that riding a bus is something they take for granted like they do three credits for X, Y, Z course.

The American love affair with the car is not going to go away tomorrow, no matter how many sincere people we put in this room. We have all got to work on it. We have to get back to definitions and know what we want. In our service system the metaphor is particularly apt, if you don't know where you are going, any road will get you there. I defy any group in this country to know exactly how they want to balance the infrastructure needs with the mass transit needs with the environment needs with the public safety needs, as an over-riding concept in the new DOT and hopefully, new won't be applied again for a few years, I hope.

Personal interest in that one. Public safety has got to be number one. Environmental protection has got to be number two, because we won't be able to get anything on the board anyhow unless it isn't, and infrastructure development has to be three. It has to be intermodal. Big bad DOT. That's a joke. The power is with the people. The power should be with the people, but it should be with elected representatives of the people and the majority of the citizens of a community and those that do take their time and do voice their concerns need to be better integrated with those communities. Not a day goes by that we don't have someone contact us and say I agree with so and so every time he or she attacks you people. You are not doing enough. But not a day goes by that we don't get 10 people that call us and say, they don't speak for us. They don't speak for us. We didn't elect them. We need to integrate public participation right from the ballot box, so I know who to obey. I work for a Governor. I work for a Governor who's very transportation oriented. He's very consumer service oriented. Angelo Marseollo, God rest his soul worked for a similar Governor, but times were different then. The times are better now in that people are more involved, but the times are the same in that the majority is not involved. I need to know who to obey. You tell me what the rules of the game are and we will play those rules better than they have ever been played before or you can just dump me.

The professionals in DOT are the best family of professionals in all of State government. I have worked in three major departments. I know all the major departments better than anybody in the Cabinet but Harry Baird. I have interfaced with all of them. Twenty-four years in government, almost 12 in DOT. The group in DOT are not the horrible people they are portrayed to be. I must admit that my wife was ahead of her time, because three months ago I was a visionary. Today I'm a Neanderthal. My wife knew that all along. We do not have the all the answers. I sure as hell don't. I don't even have the questions, but we will work with anyone. We prefer to work with elected officials and the majority of a community. It certainly makes our life easier because from a Tuesday to Wednesday we don't know who to obey.

I got to obey the Governor. The Governor listens to the people. He's very responsive. He is not aloof. Helps not arrogant. He only seems that way because he wears double-breasted suits. He's a very compassionate guy, too compassionate, and sometimes when people get in his ear and cry a sad song and play a violin, he listens

rather than dragging in the mechanics like me and say, well, what do you think. So that we can let him hear both things at the same time. He's overly compassionate, and we yell at him all the time about that. We are open, DOT is open to work with anyone. We won't work with demagogues, but we will work with anybody sincere. Because anybody that is sincere, whether elected or not, is working for the people. We will work with anyone. So far our conversations with the communities and the little Band-Aids we have been able to do in short run have been well received. The things we want to do in the long run, there is no way when I leave the job and I take my grandchildren or my young nephews on Route 1, or Route 4, Route 138 or wherever in this State that I want to see a change of the character of Rhode Island. I love what Rhode Island is. What I don't like is Rhode Island being the butt of jokes. If we can keep our character, keep our rural communities rural but, make our cities marketable and economically vibrant, if transportation policy can could that, I will work with anybody. I don't care. So, let's see if I'm forgetting anything. Oh, yes, this is important. Would have hated to forget this one. ISTE A is not the panacea people think it is. I have great respect for you, and I've always voted for you; but ISTE A has got a lot of faults. One is it doesn't give you the flexibility a lot of people think it does. It still has categorical funding and categorical funding sometimes is good because it protects to make sure that you touch all bases and you don't necessarily forget things and pour all your money into one thing. Sometimes categorical funding is inert and truncated and doesn't give you the options you need to have. If the feds and the State and the communities work together, then there should be some ability to waive certain categorical requirements and then we can start doing some creative things. Second, maintenance. It's wonderful to rehab roads, but how do you maintain them when every jurisdiction in this country, local, State, even private authorities, even where there is a toll road, they can't keep up with the maintenance. It is expensive. It is labor intensive.

So, I think more attention has to be given to maintenance concerns and maintenance concerns conceptually is a twin sister or twin brother of operating funds for mass transit. You can't talk out of both sides of your mouth. Putting out the buses and putting out the trolleys and putting the surface water boats is all well and good, but what happens in year two, three and four when those deficits pile up.

The last thing I want to mention is something particularly close to my heart, the MBE, WBE, DBE Program. The country has a miserable record on it. Because the country knows how to play the political game very well. Big money talks and everything else walks. Certain eastern States like to kid themselves into thinking they are more enlightened and they do more for minorities and they involve the women programs more and they do more for the disadvantaged. To some extent that's true. To some extent it is a sham. God knows how many fronts there are out there that are just fronts for big companies. A lot of the southern and western States would like to see it go away, not all of them, but a lot of them, because it's a constraint like air quality. It's a constraint like water quality.

We need to do a better job of concentrating on those minority groups that were the original intention of the Surface Transportation Act of 1982. We have diluted it. It's great that we have put women in and Hispanics and Portuguese. That's great. It gives opportunities for anybody. However, African Americans, their percentages are diminishing. Native Americans, they are a new thing. They are a new fad. Let's see how much we do for them. I would venture to say we will talk a better game than we play. If there are two groups that have been impacted by Progress America and the manifest destiny of what we are all supposed to be, I would say African Americans and native Americans hold the biggest torch. We will see how much we are going to do for them, because right now the record is dismal. And that does not make me very popular with anyone. It certainly doesn't make me a cheerleader for the corrupt industry that I supposedly represent. I don't have anything else to say. Thank you, Senator.

Senator CHAFEE. Thank you very much, Mr. Boffi, and that was very well expressed. I must say on the minority business part at the end, I didn't quite understand what you were saying. Take the African American situation, you are saying the record's miserable, it just plain hasn't worked?

Mr. BOFFI. Because it is diminishing. In other words, in the beginning—all over the country not only in Rhode Island. If fact, Rhode Island had a cleaner record. We cleaned up some shams and some fronts. But the rest of the country had more to hang their head about than Rhode Island did. In the beginning, you would have minority firms as nothing more than a puppet to some big firms. That got cleaned up a lot. However, when they opened up the umbrella, now you can make your percentages, you can make your 10 percent or whatever percentages you want to make and not include one African American firm.

Senator CHAFEE. Oh, I see, so your definition of minorities now is—

Mr. BOFFI. A broader umbrella.

Senator CHAFEE. Is a broader umbrella you find. So, therefore, I mean, for example, Orientals, are they—

Mr. BOFFI. Absolutely, and they should be. The problem is, again, another tight rope. Everyone should have been put under that umbrella. It is good that they were. To the extent the women's firms are beating the brains out of the other firms by sharpening their pencils and competing, and that's what's happening in Rhode Island, and there's a lot of complaints in every group, except the women's group, because they are competing better. That is great for the industry. That is great for prices. However, we need to be able to differentiate under the cap. The feds will not allow us to differentiate under the cap. And they won't allow us to do so for a lot of good reasons. It might be helpful if the feds and the States could work out some way of targeting a certain subset of percentages under the cap for certain groups without creating an atmosphere of a new kind of discrimination. I don't want that to happen.

However, we need to do something so that more traditional groups or indeed the groups that have probably been impacted the most do get a better piece of the action. It is not enough if a few American Indians are working as laborers on a job. Isn't that won-

derful. Gee, I tell you, we are great people. We are going to give a few Native Americans laborer jobs. It would be better if there were a few subcontractors who were Native Americans. It would be even better yet if there was a prime contractor who was a Native American. That's what I'm talking about. I think we need to subtarget a little better without creating an atmosphere of more precise discrimination.

Senator CHAFEE. Well, that's a big order you've set out. I'm not quarreling with your objective. I'm just saying that it is difficult. In other words, what you are saying is if you had a subcontractor who was head of a company doing some subwork, that was a Native American, that should score extra points as it were?

Mr. BOFFI. There is a number—by the way, you are right on target. One of the ways we are trying to approach it is that the DBE goal of a particular project does get a bonus if they incorporate a Native American firm. That's one way of doing it. Another way of doing it—see, what you have to be careful about is that you just don't increase—although there are those that would like us to do that, you've got to be careful. You can't just let a 10 percent generic goal become a 15 percent, become a 20 percent, become a 25 percent. That seems like a solution so that everybody gets a piece of the pie. But that becomes a real problem for the demographics and for the industry. That's an overly simplistic solution. You've got to be able to find mechanisms, either an incentive like you just alluded to or a specific targeting that in the coming year we will put out 4 percent or 5 percent for African American firms or we will put out 2 percent—and the feds don't want us to do that for a very good reason. And somehow AASHTO working with Federal Highway has to come up with something more creative. However, I warn us all in this, most States don't even want to talk about it. They are just hoping the program dies a very slow death. The Northeastern States, because maybe of our philosophical bent do care. And that is not to say that in the South and the West there are not incredibly sincere professionals who want to see it work. However, the forces that are brought to bear through the election process sometimes make things happen differently.

Senator CHAFEE. For those States that think it's going to go away, it is not going to go away.

Mr. BOFFI. Good.

Senator CHAFEE. I believe we should continue to work with it and try and make it succeed. I'm not sure what you meant when you say freight is our number one problem. What do you mean by that?

Mr. BOFFI. OK. It was alluded to earlier, I believe by Karen. I think she was right on target. Quonset Davisville is an incredible resource that is just not being sufficiently used. It is not even being closed to being used. Port Elizabeth in New Jersey is probably the major freight location in the Northeast. Quonset Davisville could dwarf Port Elizabeth, New Jersey. And although we have to go through an EIS process, and although what is best for the corridor will obtain, nevertheless, a third track for freight so that freight does not have to be the true stepchild of high speed commuter rail—high speed commuter rail, Senator, with all due respect is wonderful, and we are all fans of it, but it gets people through Rhode Island, so that Boston and New York benefit or New Haven.

High speed commuter rail relegating freight to a few hours in a midnight window, that's not acceptable, OK? We need to have a more active freight system in this State that literally develops Quonset Davisville by attracting industry and various forms of commerce. Make it the Mecca of freight in the Northeast. There are politicians, our grapevine tells us, maybe it is wrong, but our grapevine tells us there's politicians in Boston, New York and New Jersey that do not want to see Quonset Davisville developed or freight developed. We need to have that in this State.

Senator CHAFEE. Well, then you get into the raising of the bridges—

Mr. BOFFI. Yes.

Senator CHAFEE. —to meet the modern design of freight cars to handle it.

Mr. BOFFI. About a four-foot differential or maybe a two to three-foot differential in some aspects. In our opinion, in the opinion of RIDOT, Amtrak, who now says they want to be cooperative—that's good to hear—Amtrak, we feel, has not been as friendly to freight in Rhode Island as it should have been. Now, supposedly we have entered into a partnership. We have been talking with FRA. We're talking with P and W and talking with Amtrak. We need, whether it's raising the bridges or lower the track, a third track, whatever the solutions are, and some of those solutions are difficult. There's no question about it. Some of them have environmental impacts. Some of them could be outrageously expensive. But in the long haul, if Quonset Davisville goes unfulfilled and freight in this State does not become what it should be, it is going to affect everything in this State. It is going to affect the economy of this State, and we consider that absolutely our main push. Our main business, although light rail I said was number two and intermodal infrastructure was number three, our main business for years to come will continue to be the highways, infrastructure. Of course it will. Until that love affair with the car disappears, it will be in every State, but that doesn't mean that you can't start bringing those other priorities up fast. Because to the extent we don't, 20 years from now you are going to be looking back at a State that is nothing the way we want it to be.

Senator CHAFEE. It is my understanding in those States that have done something like this, that the States have put in very substantial sums of money for the raising of their highway bridges in order to accommodate the freight cars.

Mr. BOFFI. Your understanding is pretty much correct. It is important that the State be a full partner in this, and finances at the State level are just as difficult as finances at the Federal level. However, one of the reasons DOT, Rhode Island DOT, feels Amtrak needs to be a better player is because your colleague, Senator Pell, as you know, has been a major supporter of Amtrak over the years, and Rhode Island should have somewhat of a special place. There is no way that high speed commuter rail is going to make Rhode Island a conduit. Rhode Island is a lot more than a conduit and freight is a major component of preventing that from happening.

Senator CHAFEE. Miss Walsh, in her testimony, said that in the congestion mitigation, the so-called CMAQ process, that it wasn't an open one.

Mr. BOFFI. Well, I listened intently to her comments because there was very little she said that I must admit I didn't agree with. The only thing I probably would have added to some of her comments about the way roads pollute our aquifer and ocean, and I agree with her, is that road projects today are supposed to show a significant improvement on the environment and water, and I think we have a pretty decent record recently on that. Maybe I'm wrong. However, with respect to the CMAQ question, not one penny has been spent yet, number one. Number two, I sure thought it was an open process. Maybe not as open as it could have been, and I will look at that. I absolutely will, because if 98 percent of what she said I agreed with, then the 2 percent I either didn't understand or might have disagreed with the thrust, I guess I should look into.

Senator CHAFEE. Why is it that in Rhode Island there's such a love affair with New Jersey barriers, and in the middle of these New Jersey barriers project these light poles with lights that don't go on. I have made a little bit of a study of this, and if you start out in Pawtucket and come down right straight through to the airport, a little south of the airport, there are enumerable lights up from the New Jersey barriers.

AUDIENCE MEMBER. But not a single break in the barrier.

Senator CHAFEE. —and they are not on. And I am not urging you to turn them on.

I'm just wondering why they were built in the first place. I'm not holding you responsible, because a lot of this occurred before your watch; and when you explain that one, I've got another one for you.

Mr. BOFFI. That's a very good question. Future projects will take a hard look into whether or not we are going to be turning turn lights on, because if we are not going to turn them on, we are not going to put them in a project. We get caught sometimes between a rock and a hard place with a community will say we don't want these lights on, so we shut them off in the past. Then we will get other groups in the community saying that road is unsafe. Turn the lights on. Well, we turned them off, because your neighbors wanted them off. So, we get caught in that exercise. We recently have done a Statewide lighting study for one reason only, money, State budget. We are going to be keeping off all those lights that we feel we even remotely can keep off without creating a specific safety problem, and we are going to leave on only those lights we feel we have to absolutely leave on for strictly one reason, money, because I agree with you, don't build the damn thing if you are not going to turn it on. Unless in the through-put of the first seven, eight years of a project that has a life of maybe 20, 25 years you know in the last 12, 15 years those lights are going to be necessary, so maybe you plan for that. That might be a legitimate—

Senator CHAFEE. Is that your 138 situation?

Mr. BOFFI. Maybe, maybe not. At 138 we are right in the middle of one group that says leave it alone, and another group that says it is a dangerous road. So, one of the things we try to do is refresh the line stripping, put in reflectors, because I personally think that on most roads—it's my personal opinion. Most of the engineers I think agree with me. On most roads, the line stripping and a good

reflecting system is a lot better than lights anyhow. So, we really don't want to put too many more lights on because I can't afford to light the damn things. Your point is well taken. And we are caught in kind of a conundrum on that and try to work our way out of it.

Senator CHAFEE. Well, put me down in the group that's against the lights.

Mr. BOFFI. OK.

Senator CHAFEE. Why is it—

Mr. BOFFI. By the way, Senator, with all due respect, believe me, I don't say this to be a wise guy. Our grapevine, indirect and direct, even though we attend to both groups, that group is actually the minority. Most people bang on us because we shut them off. However, we do feel that the state of the art way of handling it is striping and reflector systems so one of our ways of walking the tight rope will be to leave off what we can.

Senator CHAFEE. On the non-national highway system roads, we can have our own designs. There's considerable latitude given there, and this is an opportunity for Rhode Island to develop its own design standards, but that may be very expensive. What do you plan to do about this flexibility that's given to you?

Mr. BOFFI. One of your panelists, I believe, Miss Walsh, I believe talked about the dichotomy of developing our own or maybe working with AASHTO and trying to develop exemptions, waivers, modifications. I tend to think that her feeling is the accurate one, to go with the latter. I would feel very leery from a public safety viewpoint, from a State liability viewpoint, I feel very leery of not working with AASHTO and Federal Highway where we can make waivers and modifications and exemptions. If we have a particular area, it's in a beautiful part of the State, let's say very rural, has a character of its own, and we don't want to put in some AASHTO monolith that makes it ugly, maybe we work with those groups and get an exemption or waiver or modification. I think now to develop a whole set of design standards is a serious mistake. I think nationally AASHTO and Federal Highway need to do their homework and need to evolve toward more of an integrated community mindset. I think if we do that as a nation we protect ourselves on a lot of bases. I happen to agree with the spirit of her comments. So, yes, I think we need some flexibility. ISTEA does theoretically provide that, but there are still some dangers in that.

Senator CHAFEE. You mentioned liability, does the State get sued for somebody that says they hit a tree and the tree shouldn't have been there under the AASHTO standards?

Mr. BOFFI. Well, that could happen. I mean we have been sued in the past for various motor vehicle accidents; and as you know, Senator, they can sue you for anything. How many of those suits have actually taken hold and resulted in significant damages, I don't know. However, more important than the monetary damages is that we are leery of doing something that may provide a safety hazard. And that does not mean that AASHTO is the end all of everything safe. I don't think anybody believes that. I don't think AASHTO believes that. But I do believe that AASHTO, Federal Highway and community groups and maybe Federal forums like you're presenting, if they are done nationally, maybe communities can help AASHTO and Federal Highway actually refine their

standards so we have one set of standards nationally. Some of the things that have been done in other States have been creative. Some of the things have not been so creative.

Senator CHAFEE. I think it is a problem for a little State like ours to come up with separate design standards; yet, at the same time, as you yourself indicated, you have certain areas, well, like Miss O'Neill testifying for South County. They have certain beauty down there that they wish to maintain; and if they don't want all the laurel cut down because of Federal standards, and AASHTO, and we purposely in this legislation gave flexibility so that there wouldn't be that constant demand, oh, our hands are tied; we can't do anything about it. Maybe the answer is for AASHTO to have sort of an alternate standards that apply to those roads with particular scenic attractiveness?

Mr. BOFFI. That's a good alternative, or a process of requesting and receiving waivers based on the unique quality of a particular road, its particular parameters that involve safety at all, and maybe having a process whereby AASHTO, Federal Highway and the State itself and the community itself sign off and literally enter into a partnership and say we are going to be doing this road with these exemptions because of the following reasons. That might work too.

Senator CHAFEE. Why is AASHTO so important to that? I don't want to beat Ministerial Road to death, but—

Mr. BOFFI. I was just going to bring it up myself. Ministerial Road—

Senator CHAFEE. We always fall back on Ministerial Road, but why—

Mr. BOFFI. It is the metaphor.

Senator CHAFEE. Those folks, I think, have a pretty good point, and I know I talked with your predecessor; and the number of vehicles that use that road is a lot, but how many accidents you have had there I don't know. I don't know statistics, but if the decision is made that you are going to keep the rural quality of that, and you are going to do some work on it at the same time, why do you have to go to AASHTO?

Mr. BOFFI. Well, when we met with South Kingstown Town Council and various of the citizenry, we talked about Main Street in Wakefield and we let them know the DOT is committed to working with them on Main Street. Main Street is going to happen. I'm hoping it happens early next spring or late winter that we can come to an agreement. And I also told the group that if state of the art freight, state of the art light rail and Ministerial Road happens under my watch, just those three things, I will be very happy. Ministerial Road is going to happen. It is going to happen in a way that pleases that community. We will go to the limit of what we feel we can in the interest of public safety; and if engaging in a waiving process, vis-a-vis AASHTO and Federal Highway becomes necessary to a point where we feel the line we cannot cross, one way or another Ministerial Road is going to happen. Because you are bringing it up, and you took the words out of my mouth. I was about to bring it up. It is truly the metaphor of all bad things and it probably started the cascading of a lot of people misperceiving

the Department that they control. We are State DOT. We work for the people. Hopefully, in the future, that will be believed.

Senator CHAFEE. OK. Well, thank you very much, Mr. Boffi, we certainly appreciate your candor and your willingness to wait until the end and respond to the questions. I think that was very nice of you. Thank you very much.

Mr. BOFFI. Thank you, Senator.

Senator CHAFEE. If anybody wants to submit a statement, the record will be open for the next two weeks. Try to be brief. That's all I ask. Thank you all very much. Appreciate your coming. This is a good group.

[Whereupon, at 12:55 p.m., the committee adjourned, to reconvene at the call of the Chair.]

[Statements submitted for the record follow:]

STATEMENT OF MAYOR FRANCIS L. LANCTOT  
FROM THE CITY OF WOONSOCKET, RHODE ISLAND  
BEFORE THE  
UNITED STATES SENATE  
COMMITTEE ON ENVIRONMENT AND PUBLIC WORKS  
CONCERNING THE INTERMODAL SURFACE TRANSPORTATION AND  
EFFICIENCY ACT OF 1991(ISTEA)  
JUNE 21, 1993

I would like to thank the Senate Committee on Environment and Public Works for allowing the City of Woonsocket the opportunity to comment on the implementation and investment opportunities of the Intermodal Surface Transportation and Efficiency Act of 1991 (ISTEA). I believe that the Act offers very positive opportunities for communities like Woonsocket and I am therefore quite pleased to offer the following statements as testimony.

The City of Woonsocket, once a regional center for commerce and industry in the Blackstone Valley retains a variety of significant, nationally recognized physical features. The Blackstone River and the Woonsocket Falls border Woonsocket's historic Main Street at one end in Market Square, while the historic Woonsocket Train Depot stands as a reminder of the City's importance as a transportation center at the other. Unfortunately the area, like many urban downtown districts throughout New England and the country has witnessed forty years of decline and disinvestment further exacerbated by a poor and confusing circulation pattern.

The challenge for Woonsocket was to enhance and improve vehicular access to Main Street while creating an environment which would be conducive to tourism and would preserve the historic charm of Main Street. It is therefore encouraging and refreshing to witness the complimentary efforts undertaken at the federal level to combine these often diverse objectives of economic development, transportation efficiency, historic preservation and respect for the environment. In Woonsocket, the creation of the Blackstone River Valley National Heritage Corridor, plans for a linear park and bikeway, the designations of the Allen Street Historic District, the Main Street Historic District, the Woonsocket Falls Industrial Archaeological District, and the Island Place Historic District and the availability of ISTEA funds are addressing a number of crucial urban issues.

It is with the availability of these funds that roadway projects like the Market Square/Main Street Reconstruction Project can go beyond the purely functional goal of improving vehicular traffic circulation to create an environment which is pedestrian friendly, historically sensitive, incorporates plans for bicyclists, bus and rail transportation facilities and truly marries the objectives of economic development with historic preservation and environmental concerns. In a collaborative effort between the Rhode Island Historical Preservation Commission, the Blackstone River Valley National

Heritage Corridor Commission, the Rhode Island Department of Transportation and the City of Woonsocket, a design has been selected which allows the City to accomplish a series of very important goals. A purely functional engineering solution would have resulted in an intersection through the middle of Market Square rather than the "Offset T" design which has been selected. Such a design would have eliminated the ability of pedestrians, bicyclists and tourists to enjoy the area safely and would have eliminated significant parking and greenspace. The cooperation of the local, state and federal agencies has made possible a project which encourages truly intermodal transportation uses, mitigates pollution by maximizing the number of trees and greenspace, and preserves in place the archaeological artifacts below Market Square.

The City of Woonsocket has also applied for ISTEA funds through the Transportation Enhancement Advisory Committee (TEAC) for additional enhancements above and beyond those directly associated with the roadway project in Market Square and Depot Square. Funding of the construction of Market Square Common and the Depot Square overlook and park would accomplish another of the many important strategic steps which are being undertaken by the City and which are necessary to revitalize Woonsocket's downtown and to enhance the important plans of the Blackstone River Valley National Heritage Corridor.

In summary, the City's goals are to connect vehicular, bicycle and pedestrian traffic to activities and information related to the Heritage Corridor while at the same time improving circulation and pedestrian safety, and providing economic benefit to the City of Woonsocket. The continued availability of ISTEA funds will make it possible for the City to realize these goals and is essential to communities like Woonsocket who have such a wealth of history and interesting experiences to share yet lack the resources to make them available.

Again, I thank you for the opportunity to provide comment and to wholeheartedly encourage the continued, and if possible, expanded availability of ISTEA funding.

**Testimony**

**Louise Durfee, Director,**

**Rhode Island Department of Environmental Management**

**for**

**United States Senate**

**Committee on Environment and Public Works**

**June 21, 1993**

**Providence, Rhode Island**

The new six-year Intermodal Surface Transportation Efficiency Act ("ISTEA") marks a significant turning point in the development of transportation systems in America. Many experts claimed that this \$150 billion legislation would fundamentally change the manner in which states and federal agencies plan and construct new or improved transportation infrastructure.

While I believe the foundation for new opportunities in transportation services and facilities is clearly provided for in ISTEA, the most evident change, as demonstrated in Rhode Island, is the implementation of the Transportation Enhancement Program.

Our state has just completed a very open, well coordinated, and well conceived Transportation Enhancement process. This process is a program of over \$15 million in enhancement projects that reflect the broad diversity of community needs.

Nearly 200 project applications were received by the newly created Transportation Enhancement Advisory Committee. From this broad based committee process, several important themes have emerged.

It is clear that many people want a transportation system that does more than build new roads and widen existing ones. The common public thread is the recognition that transportation relates to many aspects of community life. The needs of pedestrians and bicyclists, the visual appearance of civic and commercial centers, the enhancement of water quality, the protection of open space, the preservation of historic structures and neighborhoods, and the reduction of visual pollution are the goals which appear repeatedly in these proposals.

This response by hundreds of Rhode Island transportation users shows that the design goal of a roadway project must be more than the construction of safer and more efficient roads. Ensuring that a road or highway project "fits" into the community and/or its neighborhoods via enhancement elements such as landscaping, historic restoration, and pedestrian features is just as important to the transportation users we serve as is the safety and economic efficiency of the highway design. In the past, transportation planners seldom approached a project from this holistic view and the resulting change to our environment often left communities angry and dissatisfied with the science of road design.

Under the Transportation Enhancement Program, states now have a wonderful opportunity to work collaboratively with transportation users, be they auto, pedestrian, bicycle or mass transit riders. Importantly, roadway projects can and should include preservation of scenic landscapes and new methods for water pollution abatement. Transportation planners and designers must focus on community interests and needs early in project development. Such a perspective would ensure an environmentally balanced project, one that the community could be proud of.

In our state, funding from RIDOT's Enhancement Grant Program has been requested by the DEM to acquire pedestrian easements for the 51-mile North South Trail project (\$300,000). We have also requested funds to develop and install a prototype stormwater management program as part of the resurfacing of a 12-acre parking area serving one of Rhode Island's most popular state beaches. This latter improvement will benefit both a major recreation facility as well as enhance the protection of a valuable bird sanctuary/salt pond adjoining the site.

As we look ahead, I urge Congress and the federal Department of Transportation to encourage a stronger partnership between state departments of environment and transportation. One obvious area for collaboration is the

interface between the federal Clean Air Act and ISTEA requirements for congestion mitigation. Reducing VMTs (Vehicle Miles Traveled) should be a top priority along with centralize vehicle inspections and maintenance programs (I & M). Financing greenways that link important recreation destinations would enhance both recreational opportunities while hopefully reducing VMTs and air pollution. In Rhode Island we are establishing a statewide greenways program that will bring together in a comprehensive system bicyclists, hikers, water users and other off road vehicle users. This greenways plan will preserve many of Rhode Island's most scenic, historic, and environmentally significant resources.

In order to secure this plan for generations to come, I urge you to expand ISTEA provisions. Acquisition and development of greenways as enhancement projects, as mitigation projects, or as part of a broader state congestion mitigation strategy would be consistent with the intermodal goals and objective of the ISTEA.

In addition, the ISTEA provisions should allow for funding projects which would create or improve parks serving urban areas and therefore reduce the Vehicle Miles Traveled by people who would otherwise drive longer distances to other parks. During the summer months, there are often traffic jams on many

of Rhode Island's roads leading away from the urban areas and toward the state's beaches and parks. A better system of parks near urban areas would reduce the number of people driving such long distances, would reduce the Vehicle Miles Traveled, and thereby would reduce air pollution from cars.

Section 1007 of ISTEA states that funds can be expended for "mitigation of damage to wildlife, habitat, and ecosystems caused by a transportation project funded under this title." All road construction can be assumed to negatively impact wildlife, habitat and ecosystems. It would be reasonable to interpret ISTEA provisions in such a way that these mitigation projects could be concentrated on state lands, such as parks.

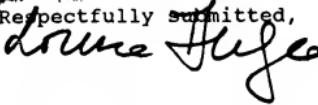
Section 1047 provides for the funding of scenic byways or all-American roads. Such designations could be given to some of our state's loveliest roads which pass through parks. In some cases, people come to our state parks to simply drive slowly on the roads through these scenic areas and to stop at the overlooks. Since this is the way many of these roads are used, it would seem entirely appropriate for park roads to receive this designation as described in Section 1047 of the Act and to receive the appropriate funding.

Section 1007 of the Act states that mitigation funds can become "contributions to statewide and regional efforts to

conserve, restore, enhance, and create wetlands." A liberal interpretation would allow these mitigation projects to be concentrated in state parks where recreational ponds could be created.

Section 1007 also states that funds can be used on areas served by the project. Parks are definitely areas served by the roads leading to them and should thereby be eligible for Section 1007 funds.

Section 1107 for Innovative Projects allows \$6 million "to develop the marine mode of the intermodal Gateway Transportation Center" in Newport, Rhode Island. This provision should be expanded to allow funding of recreational ferry service from Newport to the system of island parks in Narragansett Bay. Since recreational vehicular traffic is a major cause of traffic congestion in the summertime, it would be entirely appropriate for ISTEА funds to assist in projects dealing with recreational vehicular use.

Respectfully submitted,  


Louise Durfee, Director

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Testimony of

HENRY J. SHERLOCK  
EXECUTIVE DIRECTOR  
CONSTRUCTION INDUSTRIES OF RHODE ISLAND

Before

Senate Committee on Environment and Public Works  
Senator John H. Chafee

June 21, 1993

Good Morning.

I am Henry Sherlock, and I am here as the representative of Construction Industries of Rhode Island, an Association of companies engaged in highway, bridge and other heavy construction.

Professionally, I have had some involvement with transportation for thirty years, beginning with some very exciting years as Assistant to the Director of what is now the State Department of Transportation during the Governorship of the distinguished Senator who is presiding at this hearing today.

Senator Chafee, thanks for inviting me. It is a pleasure to join with you today for this review of ISTEA (Intermodal Surface Transportation Efficiency Act of 1991.)

I would like to emphasize at the outset how important ISTEA has been to the economy of Rhode Island. With private construction at a low ebb, and at a time of widespread unemployment in the construction field, ISTEA is keeping more than 4,000 people busy on the very important task of rebuilding our transportation infrastructure. Just imagine what length we might go to as a State to attract a company employing that many people.

In considering the implementation of ISTEA, and also State actions that would be necessary for a well-managed transportation network, our Association focuses on three priorities.

Certainly the State's highest transportation priority ought to be its highway network. We have 600,000 motor vehicles registered in Rhode Island. Considerably more than 90 percent of personal travel is by automobile. It's also important to keep in mind that more than 90 percent of goods are carried to and from our manufacturing plants and commercial establishments by trucks using our roadways. Highways also play a significant role in our tourist industry.

There is a great need to continue to rebuild highways and bridges. A lot of progress has been made in recent years. However, we've got a long way to go to make up for neglect over a long period of years. The needs are best illustrated

by the action the State Department of Transportation had to take a year or so ago to close or drastically restrict the weights that could be carried on 150 local bridges in Rhode Island.

Some very misleading statistics put out recently in connection with a study by a university team in the South suggested that Rhode Island might not be getting much bang for its Federal dollars when spending is matched against the number of miles improved. Well, this is a ridiculous exercise. In recent years, we've used the equivalent of nearly two years of Federal dollars on the Jamestown Bridge and work in Providence connected with the Capital Center project. Combined, all of the projects involved probably produced less than five miles of improvements. But they certainly were important. They gave Rhode Island a new bridge to replace one that wasn't going to last much longer, and they also are contributing importantly to the renaissance of downtown Providence.

The same university folks ought to take another look at our statistics in a few months, because this year the State is improving approximately 150 miles of highways as it emphasizes the new Community Highway Improvement Program and the Modified Triple R Program. This would show a lot of bang for the bucks.

In this connection, I would like to commend Mr. Boffi and the other DOT officials who are here for putting out the contracts earlier this year so that there would be maximum employment, in contrast to some past years when the work did not come out until late in the year.

Our second priority and the highest in mass transit ought to be the preservation of the State's bus system, which unfortunately keeps shrinking. But the problem with the bus system mostly has to do with a lack of operating money rather than capital investment, and this cannot be corrected by ISTEA. There simply aren't enough paying customers to keep the deficit from growing year-to-year. RIPTA has to receive more operating assistance or attract more customers, which is easier said than done. There's no glamour in running around the State House asking the Governor and General Assembly for more money in the RIPTA budget, so there aren't many people doing this. And I might note in connection with attracting more riders that I spent three years of my life as a PR account executive trying to figure out and helping RIPTA to experiment with different ways of attracting new bus riders,

and I know from this experience that it's not a very easy thing to accomplish.

Another priority has to do with conducting demonstration projects and studies to determine feasible bus transit and rail service expansion opportunities. For example, the Department of Transportation is embarking on study of a third rail and bridge modifications and replacements that would be required for multi-deck cargo trains. RIPTA also will be using more than \$4 million of ISTEA funds over two years on a demonstration project that will provide bus service from the metropolitan area to the University of Rhode Island.

I would add a note of caution in connection with potential new projects. Some people have adopted a movie theme as their operating philosophy: "Build it and they will come." But we know from experience that this is not necessarily so, or else we would not have had failed railroads and bus systems and we would not be depending upon more and more government operating aid for what's left.

Before I close, I want to comment on another aspect of ISTEA, and that regards requirements to add rubber in asphalt mixtures. We do not believe that this has been studied enough, and we're not the only ones who feel this way.

Questions are being raised across the country by many State Government agencies, and by pavement and construction Companies and Associations, and the questions cover a wide range of problems including greatly increased cost of pavements, effects on the recyclability of pavement materials, potentially harmful stack air emissions, and worker occupational exposure. State by State questions and actions pertaining to these things are summarized in a paper recently submitted by the American Association of State Highway officials to a House committee.

If costs increase anywhere near what these agencies see as possible, there would be fewer roads repaved and many fewer people employed in the construction industry.

Some people say "Oh, it's not all that bad." Well, I've noticed that the people saying this either have products and processes that our companies would be compelled to buy, or they have never had anything to do with the production of asphalt pavements.

I was quite surprised last year when a Federal Highway

Administration official said a study called for in ISTEA did not cover costs. This is quite amazing considering that higher costs would either result in shifting funds from other things to pavements, or more likely it would reduce the amount of paving that could be done by the State and our Cities and Towns.

Our companies are not against innovative programs and indeed some have invested millions of dollars in plants in order to recycle pavements on a regular basis. In Rhode Island, there has been a great deal of cold mix and hot mix recycling. But when it comes to rubber in asphalt, these companies are just not convinced that requirements of ISTEA ought to be implemented without further study.

The rubber in asphalt requirement of ISTEA would not have much impact on the overall tire disposal problem in Rhode Island. Moreover, the State Department of Transportation has alternate plans that would have at least the same impact by utilizing the rubber in foundation and fill materials. Therefore our Association implores you to do what's possible to allow necessary studies before implementation of this section.

HEARING: THE IMPLEMENTATION AND INVESTMENT OPPORTUNITIES OF THE INTERMODAL SURFACE TRANSPORTATION EFFICIENCY ACT OF 1991 (ISTEA)

TESTIMONY: ANN O'NEILL, PRESIDENT  
SOUTH COUNTY TOURISM COUNCIL

SENATOR CHAFEE, DISTINGUISHED PANEL, LADIES AND GENTLEMEN:

IT IS INDEED AN HONOR TO BE INCLUDED IN TODAY'S HEARING TO PROVIDE TESTIMONY RELATIVE TO THE OPPORTUNITIES POSSIBLE THROUGH THE '91 ISTEA TO EXPAND MODES OF TRANSPORTATION, PROTECT OUR ENVIRONMENT AND RESOURCES AND ENHANCE ECONOMIC DEVELOPMENT, PARTICULARLY THROUGH THE TOURISM SECTOR. MY COMMENTS WILL ONLY HIGHLIGHT THE POSSIBILITIES INHERENT IN ISTEA AS IT RELATES TO TOURISM DEVELOPMENT.

WELCOME TO SOUTH COUNTY, RHODE ISLAND. THE "RHODE" ENDS HERE! IF YOU HAPPENED TO READ THIS MORNING'S SOUTH COUNTY EDITION OF THE PROVIDENCE JOURNAL, YOU MAY HAVE NOTED GERRY GOLDSTEIN'S COLUMN ANNOUNCING THE WINNER OF THE SOUTH COUNTY TOURISM COUNCIL'S CONTEST TO CREATE A SLOGAN THAT WOULD BRING A SMILE OF WELCOME FROM PEOPLE IN SOUTH COUNTY AS THEY GREET VISITORS TO OUR STATE. JUDGES FROM AROUND THE COUNTY SELECTED THE WINNING SLOGAN WHICH WILL BE EMBLAZONED ON 10,000 STICK-ON BADGES AVAILABLE TO SMALL BUSINESSES AND MUNICIPAL EMPLOYEES THIS WEEK. TODAY IS ALSO THE OPENING DAY OF THE WORLD SCHOLAR GAMES HOSTED BY THE UNIVERSITY OF RHODE ISLAND, LOCATED IN SOUTH COUNTY. OUR TOWNS ARE PLEASED TO BE A PART OF THIS STATE-WIDE CELEBRATION WELCOMING MANY YOUNGSTERS FROM AROUND THE WORLD TO THE SMALLEST STATE IN THE UNION.

UNINTENTIONALLY, "THE RHODE ENDS HERE", ALSO CAPTURES THE ATTITUDE OF ALMOST ALL OF THE 100,000 RESIDENTS IN SOUTH COUNTY AS IT RELATES TO ROAD PROJECTS WHEN SPELLED "R-O-A-D".

BACKGROUND: LET ME TAKE A MINUTE TO SHARE SOME OF THE BACKGROUND INFORMATION ABOUT THE SOUTH COUNTY TOURISM COUNCIL. THE COUNCIL IS A MARKETING ORGANIZATION. OUR BOARD OF DIRECTORS DILIGENTLY DEVELOPS POLICY

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AIMED AT POSITIONING SOUTH COUNTY MOST EFFECTIVELY AS A DESTINATION OF CHOICE TO THE TRAVELING PUBLIC.

AFTER DETERMINING WHO AND WHAT WE ARE, SETTING SHORT AND LONG RANGE GOALS, AND DEVELOPING A STRATEGY TO MEET THE ESTABLISHED GOALS, THE COUNCIL'S ADVERTISING AND PUBLIC RELATIONS PROGRAMS HAVE PROVED TO BE SUCCESSFUL DESPITE A SLUGGISH ECONOMY. OUR REVENUES FROM THE HOTEL TAX HAVE INCREASED ANNUALLY. OUR "100% NATURAL" THEME DESCRIBING SERENE, PRISTINE SOUTH COUNTY APPEALS TO ALL AGES FROM YOUNG FAMILIES TO THE MATURE MARKET. THE BOARD'S CHALLENGE IS TO BALANCE THE PROMOTIONAL ASPECTS OF ATTRACTING TOURISTS WITH OUR DESIRE TO PROTECT THE ENVIRONMENTAL QUALITIES THAT CREATE THE VERY VALUE - RURAL SOUTH COUNTY - THAT WE ARE PROMOTING.

THE SOUTH COUNTY TOURISM COUNCIL IS ONE OF SIX STATEWIDE, REGIONAL PROMOTIONAL AGENCIES. SOUTH COUNTY IS INVOLVED IN ALL PHASES OF RURAL TOURISM DEVELOPMENT. (THE ATTACHED EXCERPT FROM A RECENT NEWSLETTER DETAILS OUR ACTIVITIES.) <sup>1.</sup> THE COUNCIL IS WORKING COOPERATIVELY WITH ALL OF THE OTHER REGIONS AND IS A PART OF A STATEWIDE MARKETING COMMITTEE.

CURRENTLY, WE ARE WORKING WITH THE DEPARTMENT OF ECONOMIC DEVELOPMENT'S TOURISM DIVISION ON A TEN YEAR STATEWIDE TOURISM DEVELOPMENT PLAN UTILIZING A GRANT GARNERED BY THE DEPARTMENT UNDER THE GUIDANCE OF DR. RICHARD SEELY AND DAVID DE PETRILLO, DIRECTOR OF TOURISM. THE RESULTS OF THESE PLANNING DELIBERATIONS MAY BE VERY HELPFUL TO THIS COMMITTEE.

THE SOUTH COUNTY TOURISM COUNCIL ALSO INITIATED MEETINGS WITH TOWN PLANNERS AND THE STATE'S PLANNING DIVISION TO INCORPORATE A VISION FOR TOURISM DEVELOPMENT IN THE MANDATED COMPREHENSIVE PLANS WITH WHICH WE COULD ALL AGREE. DELIGHTEDLY, A CONSENSUS WAS REACHED QUITE READILY AND PRESERVATION, ENVIRONMENTAL PROTECTION, HISTORIC RESOURCE DESIGNATIONS AND TRANSPORTATION ENHANCEMENTS FROM BIKEWAYS TO IMPROVED SIGNAGE WERE AT THE TOP OF EVERY TOWN'S AGENDA.

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RURAL TOURISM DEVELOPMENT: OPPORTUNITIES - PRESERVATION: MONITORING TRAVEL TRENDS AND THE COMPETITION TO DETERMINE SOUTH COUNTY'S COURSE OF ACTION - AND INDEED THE ENTIRE STATE'S COOPERATIVE PLAN - REQUIRES CONSTANT UPDATING.

AT A RECENT STATE OF R.I. AND NEWPORT CONVENTION AND VISITORS BUREAU CO-SPONSORED EVENT...THE ARTS AND TOURISM WERE THE "HOT" TOPIC. ALMOST TEN YEARS AGO, THE GREENHOUSE COMPACT IDENTIFIED THE ARTS AS AN ECONOMIC DEVELOPMENT COMPONENT WHICH WAS UNDER-UTILIZED AND SHOULD BE DEVELOPED STATEWIDE AND PROMOTED AS A PART OF THE TOURISM SECTOR. HOPEFULLY, WE WILL NOW MAKE HASTE STATEWIDE IN DEVELOPING COOPERATIVE VENTURES...AND AS THE POPULAR SLOGAN STATES...."LET'S JUST DO IT!" ISTEA OFFERS POTENTIAL SUPPORT FOR ELEMENTS IN DEVELOPING THE ARTS AND TOURISM THROUGH PRESERVATION OF HISTORIC SITES AND BUILDINGS WHICH COULD SERVE AS EXHIBITION VENUES OR PERMANENT HOMES FOR THE PERFORMING ARTS.

FOR EXAMPLE, SOUTH COUNTY TRAIL DOES EXIST AS A STATE ROAD...ALTHOUGH SOUTH COUNTY DOES NOT EXIST AS A GOVERNMENTAL/LEGAL TERRITORY. THE COUNCIL HAS CREATED A SOUTH COUNTY TRAIL HISTORIC GUIDE TO ATTEMPT TO PULL TOGETHER THE VERY INTERESTING HISTORIC ATTRACTIONS LOCATED ALONG THE TRAIL. OUR "REAL" HISTORIC TREASURES ARE FASCINATING ATTRACTIONS TO RESIDENTS AND VISITORS ALIKE. NONMOTORIZED TOURING OF THE TRAIL WOULD PROVIDE AN ADDITIONAL ATTRACTION IN AND OF ITSELF.

TRANSPORTATION: MOVING PEOPLE EFFICIENTLY AND COMFORTABLY CAN ONLY HEIGHTEN THEIR SENSE OF WELL BEING, PARTICULARLY IF NONMOTORIZED. BUT... EFFICIENT MASS TRANSPORTATION FROM HIGH SPEED RAIL, IMPROVED AIRPORT FACILITIES, FERRY SERVICES, BIKEWAYS AND SAFE ROADWAYS ARE ALL NECESSARY TO ATTRACT

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VISITORS TO NEW ENGLAND, RHODE ISLAND AND, HOPEFULLY, SOUTH COUNTY. YESTERDAY'S EDITORIAL IN THE JOURNAL URGING A NEW ENGLAND REGIONAL EFFORT TO COMPLETE THE NORTHEAST RAILROAD CORRIDOR ELECTRIFICATION PROJECT IS RIGHT ON TARGET. IN SOUTH COUNTY WE ARE ALL ANXIOUSLY ANTICIPATING THE UPGRADE OF THE KINGSTON STATION AND CONGRATULATE AND THANK OUR CONGRESSIONAL DELEGATION FOR THEIR EFFORTS ON OUR BEHALF. AN INTERMODEL TRANSPORATION CENTER COORDINATED WITH THE STATE OF RHODE ISLAND'S CENTER IN RICHMOND AND NEWPORT TO THE EAST WILL PROVIDE INVALUABLE SERVICE TO THE RECREATIONAL AND BUSINESS TRAVELER.

TECHNICALLY, WE HAVE A TREMENDOUS POOL OF KNOWLEDGE TESTIFYING THIS MORNING. IN SOUTH COUNTY WE ALSO HAVE THE GRASSROOTS, KNOWLEDGEABLE CITIZEN WILLING TO SPEND HOURS IN ZONING, PLANNING AND MEDIATION HEARINGS ANXIOUS TO HAMMER OUT ACCEPTABLE COMPROMISES WITH STATE AND FEDERAL OFFICIALS WHICH - WE HOPE - WILL HAVE REDEEMING SOCIAL AND ENVIRONMENTAL IMPACT ON OUR AREA. AS THE HOME OF OUR STATE UNIVERSITY, URI, SOUTH COUNTY PROVIDES A RICH RESERVOIR OF RESOURCES WHICH WE SHOULD UTILIZE TO THE FULLEST. AS A LAND GRANT INSTITUTION, OUR AGRICULTURAL HERITAGE IS WELL REPRESENTED AND URI CAN SERVE TO PRESERVE OUR RURAL HERITAGE.

MISSION ACCOMPLISHED: DURING THE UNIVERSITY'S 100TH ANNIVERSARY YEAR CELEBRATION, THE UNIVERSITY STAFF AND THE PRIVATE SECTOR, THE WASHINGTON TRUST COMPANY, COOPERATED ON A BEAUTIFICATION PROJECT WHICH RESULTED IN THE PLANTING OF OVER 36,000 BULBS AT THE UNIVERSITY AND ALL ALONG ENTERING ROUTES TO SOUTH COUNTY. THE PROFUSION OF BLOOMS WAS PARTICULARLY GORGEOUS THIS SPRING. THROUGH ISTEA WE COULD BUILD ON THAT PROJECT EACH YEAR WITH ROADWAY ENHANCEMENTS STATEWIDE.

MISSION TO BE ADDRESSED: INSTEAD OF MEDIANS AND ROTARIES OVERGROWN WITH DANGEROUSLY HIGH GRASS AND WEEDS BY JUNE, WE COULD PLAN TO TREAT THE

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AREAS TO A PROCESS WHICH WOULD ALLOW FOR THE SOWING OF WILDFLOWER SEEDS AND REDUCE THE GRASS CUTTING TO WIDE, ONE TIME ONLY SWIPES, DURING THE SPRING SEASON. PROPER PLANNING COULD TURN A SHORTFALL IN THE STATE'S BUDGET INTO A POSITIVE PROGRAM. ISTEA MIGHT ALLOW FOR THE FLEXIBILITY WHICH WOULD CREATE JOBS, A SAFER ENVIRONMENT AND BEAUTIFY AT THE SAME TIME.

MANY OF OUR RESIDENTS COMPLAIN ABOUT EXCESSIVE HIGHWAY LIGHTING WHILE OUR VISITORS CAN'T FIND THEIR WAY OFF AN EXIT BECAUSE THEY ARE OFTEN POORLY LIGHTED...IRONICALLY, IN THE AREA OF THE STATE'S WELCOME CENTER IN RICHMOND.

SIGNAGE: THE STATE OF RHODE ISLAND DESPERATELY NEEDS A STATEWIDE SIGNAGE PROGRAM. AS MEMBERS OF THE STATEWIDE MARKETING COMMITTEE, THE SOUTH COUNTY TOURISM COUNCIL AND THE BLACKSTONE VALLEY TOURISM COUNCIL WERE ASSIGNED THE PROJECT OF SUBMITTING AN APPLICATION FOR A STATEWIDE COMPREHENSIVE VISITOR DIRECTIONAL SIGNAGE PROGRAM TO THE TRANSPORTATION ENHANCEMENT ADVISORY COMMITTEE. THE PROJECT HAS BEEN SUBMITTED TO "TEAC", AND IT CALLS FOR A SIGNAGE SUMMIT ALONG WITH POLICY DEVELOPMENT, DESIGN ELEMENTS, ORGANIZATION, PROGRAM CREATION FROM SIGNS TO MAPS, KIOSKS AND PERSONNEL TO PRODUCTION AND IMPLEMENTATION. AN INVESTMENT IN AN ADEQUATE SIGNAGE PROGRAM IS ABSOLUTELY ESSENTIAL IF WE ARE TO ENHANCE TOURISM STATEWIDE. AN ADDED BENEFIT WOULD BE EASE OF TRAVEL FOR RHODE ISLAND RESIDENTS! WITH OUR NEW CONVENTION CENTER OPENING IN DECEMBER, THE T.F. GREEN AIRPORT UPGRADE IN WARWICK, THE EMERGING TOURISM HIGHLIGHTS IN THE BLACKSTONE VALLEY, PARTICULARLY THE STEAMBOAT VENTURE, AND THE POSSIBILITY OF A CASINO IN CHARLESTOWN...RHODE ISLAND NEEDS A VISUALLY NON-POLLUTING COORDINATED SIGNAGE PROGRAM.

THE POTENTIAL FOR TOURISM DEVELOPMENT IN RURAL RHODE ISLAND NEEDS TO BE NURTURED TO CREATE ECONOMIC OPPORTUNITIES. ISTEA CAN PROVIDE THE BOOST

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TO OUR NATURAL AND HISTORICAL RESOURCES THAT WILL ENABLE RURAL RHODE ISLAND TO LAY A SOLID, ACCEPTABLE FOUNDATION UPON WHICH TO BUILD. TOURISM IS ALIVE AND WELL IN PROVIDENCE AND NEWPORT. DEVELOPMENT SHOULD NOW FOCUS ON RURAL RHODE ISLAND.

A SAMPLING SURVEY OF NONMOTORIZED PROJECTS SUBMITTED TO THE TEAC FOR FUNDING IN SOUTH COUNTY INCLUDES:

CHARLESTOWN: UPGRADED ACCESS TO CHARLESTOWN BEACH;

NARRAGANSETT: BEAUTIFY OCEAN ROAD, RENOVATE SUNSET FARM, CONTINUE TO REHABILITATE THE TOWERS OF NARRAGANSETT, CONSTRUCT A PIER OFF MONAHAN'S DOCK (PIER 5), AND BUILD BIKEWAYS AND A NATURE TRAIL AT CANONCHET FARMS.

NORTH KINGSTOWN: RENOVATE THE NEW AIRPLANE MUSEUM, PROVIDE A BIKEPATH FROM WILSON'S PARK TO SMITH'S CASTLE, CREATE SCENIC TROLLEY ROUTES.

RICHMOND: SHANNOCK VILLAGE BIKEPATH, EQUESTRIAN ACCESS.

SOUTH KINGSTOWN: SAUGATUCKET RIVER HERITAGE CORRIDOR AND GREENWAY, KINGSTON VILLAGE SIDEWALKS AND PERIOD LIGHTING, PEDESTRIAN BRIDGE IN PEACE DALE, AND A ROUTE 108 BIKEPATH TO PEACE DALE.

WESTERLY: RESTORATION OF WESTERLY'S VICTORIAN TRAIN STATION.

OF COURSE, THE NORTH/SOUTH HIKING TRAIL WILL BENEFIT THE WESTERN PART OF OUR STATE, AND LAST...BUT NOT LEAST..."STONES", THE TOURISM COUNCIL'S INITIATIVE TO SAVE THOSE OLD NEW ENGLAND STONEWALLS. VISITORS FROM AROUND THE UNITED STATES AND INTERNATIONAL TOURISTS ARE INTRIGUED BY OUR NEW ENGLAND IN A NUTSHELL TYPIFIED BY RHODE ISLAND'S STONEWALLS.

IN SUMMARY: IF WE ARE TO PRESERVE THE VERY PRODUCT BEING MARKETED BY THE STATE AND SOUTH COUNTY TO THE ECOTOURIST, THE GREEN TOURIST, THE ADVENTURE

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TOURIST, ALONG WITH THE RESIDENTS AND VISITORS WHO TRADITIONALLY VISIT RHODE ISLAND'S SHORES TO ENJOY OUR BREATHTAKING SCENERY, WE INVOLVED IN CONSTRUCTION AND DEVELOPMENT, MUST ALL WORK TOGETHER TO PRESERVE AND PROTECT RHODE ISLAND'S ASSETS UTILIZING AS MUCH NONMOTORIZED MODES OF TRANSPORTATION AS POSSIBLE. WE SHOULD ALSO SUPPORT A REGIONAL APPROACH TO TRANSPORTATION ISSUES AND PROJECTS IN ORDER TO TRULY MEASURE THE OVERALL EFFECT THAT CONSTRUCTION AND DEVELOPMENT WILL HAVE ON THE SOCIAL, ENVIRONMENTAL AND ECONOMIC LIFE OF A REGION.

WE AT THE COUNCIL CONGRATULATE SENATOR CHAFEE ON HIS VISION IN HELPING TO CREATE THE VEHICLE - ISTEA. BY PARTICIPATING IN THE PUBLIC PROCESS WITH SPECIFIC SUGGESTIONS, WE ALSO HOPE THAT OUR ENTHUSIASM FOR A BRIGHT ECONOMIC FUTURE IS CAPTURED IN THE PHRASE..."THE RHODE - R - H - O - D - E - BEGINS HERE" IN OUR DELIBERATIONS TODAY.

THANK YOU.

# RHODE ISLAND TRAVEL AND TOURISM RESEARCH REPORT

Volume 10, Number 1  
March 22, 1993



## **OFFICE OF TRAVEL, TOURISM, AND RECREATION**

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***Department of Resource Economics***

***College of Resource Development  
The University of Rhode Island  
Kingston, Rhode Island***



Issued in furtherance of Cooperative Extension work and Acts of May 8 and June 30, 1914. Robert H. Miller, Director. The University of Rhode Island, U.S. Department of Agriculture, and local governments cooperating.

## EXECUTIVE SUMMARY

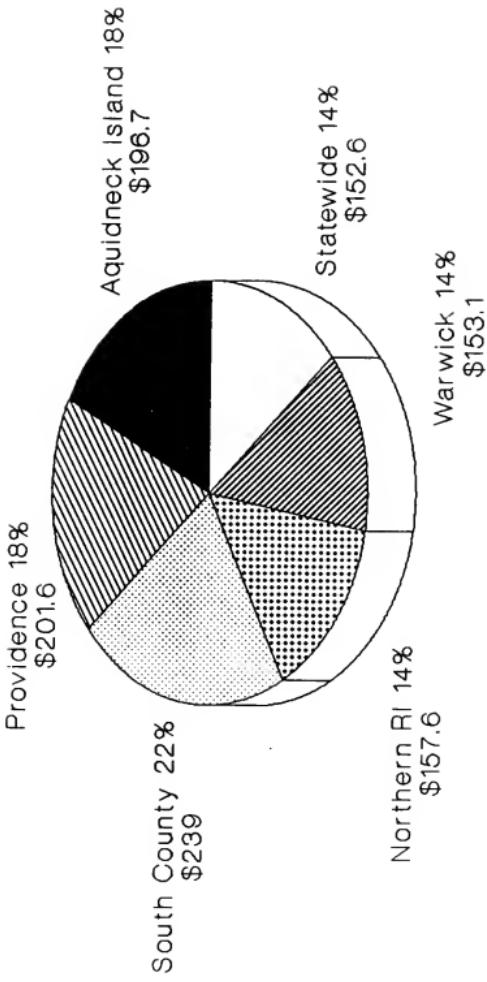
The Rhode Island travel and tourism industry generated total sales receipts of \$1.15 billion during 1992. There was an increase in both the total number of visitors to the state and total expenditures for the first time since 1989. Third quarter sales is leading the recovery.

The largest increase in the number of visitors to the state was caused by travelers "passing through" the state, boaters, day-trippers and visitors to friends and family in Rhode Island. The numbers of other types of travelers declined, including business travelers and vacationers staying at hotels and motels.

The national and international travel and tourism industries experienced declining revenues in 1990 and 1991. Rhode Island's 1989 record setting level of \$1.290 billion in sales receipts was followed by a 6.5% decline in 1990 and an additional decline of 9.9% in 1991. In 1992 sales receipts grew by 4.7%. The retail sector had the largest gain: +5.9%, followed by the service sector 4.4% and transportation sector sales rose by 1.2%.

The impacts of the recession appear to be behind. Tourist inquiries and stock market advances indicate continued growth in 1993. Growth of 5.2% is predicted for the comming year. 1993 sales receipts should reach \$1.21 billion.

**Figure 5. 1991 Travel and Tourism Sales by Region (Millions of Dollars)**



Source: OTTR/REN/URI



## STATE OF RHODE ISLAND AND PROVIDENCE PLANTATIONS

Department of Administration  
DIVISION OF PLANNING  
One Capitol Hill  
Providence, RI 02908-5870

July 1, 1993

Honorable John H. Chafee  
567 Dirksen Senate Office Building  
Washington, DC 20510

Dear Senator Chafee:

I attended your June 21 hearing in Providence on implementation of the Intermodal Surface Transportation Efficiency Act of 1991, and I am responding to your invitation to submit written comments.

The Division of Planning of the Department of Administration is the state planning agency (you created this organization in 1964 as the Statewide Comprehensive Transportation and Land Use Planning Program). It acts as staff to the State Planning Council, the designated Metropolitan Planning Organization (MPO) for the entire state. The Division is headed by Daniel W. Varin, who is also Secretary of the Council. I manage the Division's office for traditional, longer-range planning, including transportation and land use planning.

My first observation is that a notable accomplishment of ISTEA has been the heightened public interest in transportation. The attendance at your hearing was evidence of that.

The following comments discuss the state's implementation activity to date and also correct some of the false and misleading statements made at the hearing by the representative of DOT Watch.

Transportation Improvement Program (TIP)

At the time ISTEA was enacted (December 1991), Rhode Island had recently adopted a biennial TIP (September 1991) and a long-range transportation plan (June 1991). The timing was unfortunate, but the TIP and plan still reflect much of the spirit of ISTEA.

In the case of the TIP, amendments have been made to respond to the innovations of ISTEA.

- The Kingston Station project was incorporated with great enthusiasm in January 1992. Nine other demonstration projects led to TIP amendments in March 1992 and June 1993.
- The first "transportation enhancement" project approved was a RIDOT proposal for control and removal of outdoor advertising (March 1992).

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- The first Congestion Mitigation and Air Quality (CMAQ) project (approved in November 1992) was an "incident management program" (to get disabled vehicles off the road quickly), which was assembled by RIDOT in coordination with the Rhode Island Trucking Association, police, public works directors, MPO staff, and other groups. This June, another CMAQ project was added, to improve RIPTA service to the University of Rhode Island.
- Intermodal projects approved as TIP amendments have been Woonsocket's Main Street and Depot Square, improved Post Road access to T.F. Green State Airport, the Galilee piers, and the rail bridge clearance study.

The TIP process was changed in summer 1992 to respond to the public participation emphasis of ISTEA. A mailing list of more than 200 transportation interests (including three officials of each city and town) was compiled. For any proposed TIP action, notification is mailed to those on the list; newspaper notice is published; and the regular meeting of the State Planning Council's Technical Committee serves as a public forum, in addition to written comments.

The new TIP, for which preparation began last December, will be the first adopted under ISTEA. Panelists at your hearing described some of the changes, such as the Transportation Enhancements Advisory Committee (which received almost 200 project requests). Also new this year are a workshop for local officials, a solicitation letter welcoming projects for all transportation modes (both in January 1993), and a public hearing (probably in August). The subcommittee working on CMAQ projects has been preoccupied with Clean Air Act compliance, but it has put forth some good ideas and intends to make a broad solicitation in the next few months. It is a subcommittee of the Technical Committee and is a diverse group (Lung Association, Trucking Association, RIPTA, etc.).

#### Transportation Plan

The state's ground transportation plan addresses nearly all of the considerations listed in the act for metropolitan and state planning processes (15 and 20 considerations, respectively). Although a plan that was largely written by March 1991 cannot be expected to comply with legislation that had not been seen, and was not enacted until December, both reflect current thinking about transportation planning. For example, the plan analyzes how to avoid and relieve traffic congestion; includes a part on bicycle facilities; examines how to make efficient use of existing transportation facilities; reviews social, economic, energy, and environmental effects of transportation decisions; and explores ways to expand and enhance transit service and increase its use.

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Contrary to DOT Watch's assertion, the plan mentions energy conservation not once but more than thirty times. It is one of the eight goals of the plan and is interlaced throughout the analyses of transportation system management programs, highway projects, and the concept of bus transit as a public investment.

The plan's long-range financial program had to be tentative. The federal funding situation was uncertain. Also, the state was just beginning feasibility studies of waterborne and commuter rail transit (as recommended in the plan). Accordingly, the program noted but did not include marine and rail transit projects. If their feasibility is shown and their costs are estimated, the plan and TIP will be amended. This is a fuller explanation of the 94 percent highway/6 percent transit funding split cited by DOT Watch.

Our 1991 plan was developed with a great deal more public input than the single public hearing at the end described by DOT Watch. We held early, regional meetings with local planners; incorporated the recommendations of five different task forces; reviewed drafts of the plan at sixteen Technical Committee meetings; and sent preliminary draft sections to other key interest-groups for comment. After the public hearing, four staff members each went over all of the testimony and prepared a five-page summary list of changes, which were adopted as part of the plan.

#### Other planning

Although our planning process already embodied many of the ideas of ISTEA, changes can also be seen. We have taken the opportunity to use part of our planning funds for transportation-related land use planning. Current tasks include:

- updating the 1989 state land use plan with a land capability analysis based on computer mapping (the Rhode Island Geographic Information System - RIGIS);
- preparing a GreenSpace plan, also using RIGIS to identify the highest-value open space to be protected in the state, with connecting greenways;
- providing model ordinances to help cities and towns better manage transportation-land use problems like sprawl development and highway strip development; and
- reviewing circulation elements of local comprehensive plans.

We appreciate the ability to make broader use of the federal funds.

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Further comments on ISTEA

The act's planning requirements are worthy but impose a heavy workload on state or metropolitan staffs, which are often restricted by budgetary personnel "caps." The federal funding for planning is generous -- both the amount and the 80 percent share -- so this is not so much a criticism as a comment. An even higher federal-state matching ratio might be helpful in some cases but would not always solve the problem. Extended deadlines would have helped; we made this comment on the March 2 proposed rule for metropolitan planning.

The section on the National Highway System has had the following effects in Rhode Island: aroused and confused the public; distracted the mediation/advisory committee processes for several projects; absorbed an enormous amount of valuable staff time; made no change in RIDOT's practice of using AASHTO design standards and tailoring them to the specific road and community desires; and baffled other people as to its purpose. Citizens and local officials did not believe that the state's design standards would be unaffected and that Interstate standards were not intended. There was fear that, in the future, NHS designation would have undesirable implications and could not be changed by the state. Our recommendation is to return to the old federal-aid systems.

I realize that these comments are not brief, but as staff to the MPO we had quite a bit to say about implementation of ISTEA. Overall, we believe that the state will benefit greatly from the investment opportunities presented by the act, and we are pleased to be working with such progressive planning legislation.

I am enclosing copies of the Ground Transportation Plan Summary and the State Planning Council's final recommendations on the NHS. If Dan Varin or I can answer any further questions, please do not hesitate to call us at (401) 277-1220.

Yours very truly,

*Susan P. Morrison*

Susan P. Morrison  
Chief, Office of Systems Planning

Enclosures: 2

cc: Mr. Dante E. Boffi, Director, RIDOT, w/o enclosures

Mr. Greg Feldberg, Governor's Policy Office, w/o enclosures



STATE OF RHODE ISLAND AND PROVIDENCE PLANTATIONS

HISTORICAL PRESERVATION COMMISSION

Old State House  
150 Benefit Street  
Providence, Rhode Island 02903  
401-277-2678 • FAX 401-277-2968 • TDD 401-277-3700

June 21, 1993

The Honorable John H. Chafee  
United States Senate  
301 Pastore Federal Building  
2 Exchange Terrace  
Providence, RI 02903

RE: TESTIMONY ON THE INTERMODAL SURFACE TRANSPORTATION  
EFFICIENCY ACT OF 1991

Dear Senator Chafee:

I submit this testimony regarding the Intermodal Surface Transportation Act of 1991 (ISTEA) in my capacity as Executive Director of the RI Historical Preservation Commission (RIHPC), as Chairman of the RI Transportation Enhancement Advisory Committee, and as a member of the state Scenic Highway Board.

The Historical Preservation Commission strongly supports provisions of ISTEa which support greater protection of our state's historical resources. For example, by expanding eligible projects to include bridge repainting, ISTEa assists preservation and continued use of Rhode Island's 51 historic bridges. The example of renovation of the Albion bridges which cross the Blackstone River between Cumberland and Lincoln, showed that preservation of historic bridges can be more economical than replacement while also protecting the cultural resources which give communities their special character.

ISTEA also supports historic preservation by encouraging a broad-based planning process which takes cultural and environmental values into account. In addition, by making a wide range of "enhancement" activities eligible for federal funding, ISTEa allows transportation projects to offer more benefits to local communities and to better integrate transportation improvements with community character.

As Chairman of the RI Transportation Enhancement Advisory Committee, I have become very familiar with this one provision of ISTEa. The use of transportation funds has generated tremendous interest outside the transportation field. The Transportation Enhancement Committee was formed to provide advice to the Director of the Department of Transportation and the State



Planning Council regarding selection of enhancement projects to be included in the state Transportation Improvement Program (TIP). The Committee has met 16 times since its first meeting on July 22, 1992. Over the past eleven months, the Committee has adopted selection criteria for enhancement projects, implemented an application process and completed review and evaluation of 197 applications. I expect to issue the Committee's report within the next few weeks, and I will make sure to send a copy of our report to you.

I have been impressed by the enthusiasm and creativity Rhode Islanders have shown in proposing ways to enhance the transportation system. We received proposals with a combined funding request for about \$85 million. This is over four times more than the funding which is available. It is clear that many people want a transportation system that does more than build new roads and widen existing ones. The common thread which runs through nearly every proposal is the recognition that transportation relates to many aspects of community life. The needs of pedestrians and bicyclists, the attractiveness of civic and commercial centers, protection of water quality and open space, preservation of historic buildings and neighborhoods, and elimination of visual blight are the goals which repeatedly appear in these proposals.

As a member of the state Scenic Highway Board I have worked to create and implement Rhode Island's scenic highway program. Thanks to the support of a scenic highway grant funded through ISTEA, the Committee is identifying scenic roads throughout the state which will be incorporated into a statewide scenic road system. We also will work with engineers at the Department of Transportation to develop standards for road design which protect the scenic values of designated roads.

I urge you and the Congress to continue to support the creative approach to transportation which ISTEA represents. Especially important are ISTEA's expanded list of activities which may be included in transportation projects, the focus on comprehensive planning, and full funding in future years. Here in Rhode Island many important projects have been targeted for ISTEA funding, including the enhancement program and the statewide bikeways plan. Realization of these plans depends on ISTEA.

Thank you for this opportunity to provide information about the Intermodal Surface Transportation Efficiency Act of 1991.

Yours very truly,



Edward F. Sanderson  
Executive Director  
Deputy State Historic Preservation Officer

AIRWAVE LTD. PO Box 3635 Newport, RI 02840  
Tel. #401/847-3689

June 21, 1993

U.S. Senator John E. Chafee  
U.S. Senate Environment & Public Works Committee  
Public Hearing  
Intermodal Surface Transportation Efficiency Act  
3 Capitol Hill  
Providence, RI

RE: Intermodal Transportation and Economic Development

Gentlemen:

Airwave Ltd. is a Newport based Rhode Island Corporation which will establish a Hi-Speed Hovercraft Passenger Ferry Service on Narragansett Bay. A fleet of five 49 passenger Hovercraft, marine passenger terminals at India Point in Providence, in Newport and as close to T. F. Greene State Airport as can be managed will establish the service.

It is our intention to operate year round, 18 hours per day, serving the commuters and our important tourists. The day will begin at 6:30 AM at the rush hour and continue to midnight on a scheduled basis. The benefits to Rhode Island are numerous. It is my intention to have the fleet of Hovercraft and the proprietary floating docking system fabricated in R.I. Our local boating industry is willing and able. Jobs will be created. Airwave will employ about 50 Rhode Islanders in operations and repair & maintenance.

Airwave will be part of the regional intermodal system as we will link with T.F. Greene, the railroad in Providence via water taxi service up the Providence River, RIPTA, any new light rail service and the Boston/Fall River rail link if established.

The Economic Development benefits relate to Tourism. Convention

Center visitors will take a "spiffy" boat ride to have dinner in Newport. Bristol, Narragansett, Wickford and Rocky Point will be reachable without automobiles. Pawtucket and McCoy Stadium can be reached by Hovercraft, etc.

Federal funding is essential. When compared to highways, bridges and rail lines the price is small and the time to implement is short. In order to keep the price of a ticket at affordable levels, for both the commuter and the tourist, as mass transit must be, Federal funding for non-operating costs is unavoidable. Airwave is a Joint Venture between the public and private sectors. No operating subsidies will be necessary. The system is environmentally sound. Mass transit will be improved. Tourism will benefit. Our image as the Ocean State will be enhanced. No one is threatened. There is no "down side".

A federally mandated Marine Transit study will be completed at years end. We at Airwave have done our homework and are ready. Rhode Island is ready.

This project should be placed high on the I.S.T.E.A. priority list for Rhode Island.

*Charles L. Kuyper*

June 21, 1993  
Portland, Oregon

The Honorable John Chafee  
Senator of Rhode Island (401) 528-5294  
Committee on Environment and Public Works  
301 Pastore Federal Building  
2 Exchange Terrace  
Providence, Rhode Island 02903

Dear Senator Chafee:

While being some three thousand miles away from Providence today, writing transportation "case study" materials on the west coast, I would like to present several ideas for consideration at your hearings on the implementation of ISTEA.

I have spent much of the past year working with the Rhode Island School of Design in Providence to see that the training and "design" elements of ISTEA gain a new dimension or two, either under existing state and federal programs, or through revisions made possible by the new "flexibilities" inherent in the law. Some of the latter have not yet been realized due to general lack of awareness by traditional construction agencies of the powerful roles played by land use and by operations in reducing the scale and impact of facilities often considered overly intrusive by local communities.

We have crafted a small, but interesting, program of professional training for local public works and planning officials of Rhode Island towns under the support of the Local Transportation Assistance Program (LTAP) administered by both the Rhode Island Department of Administration and the Federal Highway Administration. In each of several offerings this spring we drew a mix of town officials, state design engineers and community affairs specialists, citizen transportation activists, land and water resource professionals from other agencies, and some non-profit land trusts.

Because the program content was transportation and land use, we were able to bring together in non-confrontational ways many of the same participants who seem in almost perpetual conflict over Rhode Island's highway expansions, particularly those in South County.

While such a training program (usually eight hours over two half days) deals with the same issues and opportunities that several current mediation processes do, the style is to present material in a manner by which individual and group learning occurs, by which collaboration is encouraged, and by which professional analytic and interpretive skills are built around very real issues, but ones which might be a township or a region away.

Thus we draw "case study" material from such situations as citizen initiated community planning for Falmouth, Massachusetts (ISTEA), the National Highway System and its impact on neighborhood values near Keweenaw Lake in Ausable, Tawas, or downtown land use activity and intermodal coordination of transit systems in Seattle, Washington.

Many issues and opportunities for the creative application of ISTE A have been found in Rhode Island, but these have often had their start elsewhere than in the traditional transportation sector. The collaboration of merchants on Wickenden Street on College Hill in Providence is one such instance. The incremental development of a tourism and transportation corridor in the Blackstone Valley of Rhode Island and Massachusetts is another.

These community or corridor developmental initiatives often seem to grab the positive imagination of local areas where "community", "urban or rural character", "environmental enhancement", or some other land use and human activity viewed as chosen and desired. This in contrast to the perception of many public works initiated transportation projects which are viewed as starting "outside" the local community, and treated as an unwelcome intrusion inflicted on the community.

By taking much of what communities seem to like and putting it in a project category called "enhancements", the Rhode Island Department of Transportation, as have most other states as well, has given in much of the potential of creating a blend of what communities want, and what they may need.

Instead, by taking the full potentials for flexibility in ISTE A for mixing and matching road design, transit operations, "enhancement"-type investments, and some other provisions of the law for design flexibility for roads off of the National Highway System, many of the currently contentious road segments might become less so. But an approach similar to that which emerges from the design exercises in these "training" programs might have to be tried.

It may well be possible to adapt the "style" of collaborative transportation and land use problem solving demonstrated in training, to real world collaborative "design" with communities, natural resource or recreational areas, and operating agencies such as local transit, police and emergency services organizations. ISTE A would seem to allow it, yet not mandate it. Mostly states around the country are implementing the "musts", and some of the "shoulds" required in ISTE A, but very few of the "coulds".

I would be happy to share with you, or with the Committee, samples of our case study findings on ISTE A application around the country. Just a few of our training and research materials are attached today.



## Road and Land Institute

Rhode Island School of Design  
Program Projections Summer 1993 - Spring 1994

### Rhode Island Department of Administration: Technology Transfer (LTAP)

A significant expansion of the first program delivered twice during the spring of 1993, four more programs have been requested for development and double delivery at a budget of \$40,000. Publications, case studies, and field examples will be developed over the summer but delivery will be from September through December. Further programs could be requested in the spring, but ~~not~~ over wintersession.

Weeks of: September 20,27; October 11, 18, 25; November 8, 15; December 6 on the RISD campus in studios or in nearby field settings. Largely taught by Everett and Burco, but with increasing numbers of faculty observers in preparation for collaborative wintersession.

### Wintersession: Multidisciplinary Student, Faculty and Visitor Program to Develop Books, Portfolios, Cases, and Trainers

Six week student and faculty driven design exercise with rotating invited guests bringing problems, experiences, issues, and resources to the table. Included as possible sources of support are the auto and truck companies, their advertising agencies, state tourism councils, the National Park Service and other federal land holding organizations (Forest Service, BLM, BIA, Fish and Wildlife, etc.), and land trust non-profits including the Nature Conservancy, Trust for Public Land, Audubon and Save the Bay.

### Rhode Island Scenic Highway Advisory Board

### Rhode Island Department of Transportation Base Support

### Residential Programs for Mid-Career Adults at RISD (and Field Sites)

Once the basic programs have been developed in the fall, and publications and other supportive educational materials enhanced in winter session, it would be possible to develop residential programs from three to five days at RISD and field sites such as South County, the Blackstone Valley (R.I., Mass.), Little Compton (Stone House), and Westerly / Stonington, Conn. (Alton Jones campus URI). These could be taught in RISD studio space with the permission (encouragement) of faculty from departments outside of architecture and landscape architecture, and attendees could stay in nearby (College Hill) bed and breakfasts, in RISD "outer houses" space or in the Brown rental rooms (24).

Perhaps from one to two of these a month could be delivered during March, April, May and June. Probably starting with only one a month in the Spring of 1994 and going to double that a year later. These would be for a mix of high level professional participants from out of state, a smattering of Rhode Islanders, and a significant number of "trainers" from other institutions and states. As we began, slowly, the process of training the trainers such that the concepts, programs and publications could be gradually exported.

Senator CHAFEE. Thank you.

Mr. TREVITT. On behalf of RIPTA, I welcome the opportunity to comment on the Intermodal Surface Transportation Efficiency Act from a mass transit perspective.

ISTEA presents a new direction for Federal transportation assistance programs acknowledging the importance of local involvement in the decision process. Local decision-makers are now being presented with real opportunities for environmental improvements and transportation alternatives.

The Congestion Mitigation and Air Quality Improvement program, CMAQ, is an example of such an opportunity. Through CMAQ, Federal highway funds can be utilized for demonstration projects that will reduce congestion and improve air quality. In Rhode Island RIPTA and the Rhode Island Department of Transportation have aggressively pursued this funding and are targeting the University of Rhode Island. URI, through its large student body faculty and staff is the center of Washington County's largest traffic generator. Highway improvement projects have been the focus to solving this growing problem.

In cooperation with the Governor's Office, RIDOT, DEM, RIPTA has developed proposals to implement a transit system focused on URI that provides a true transit alternative for students and staff. The State Planning Council endorsed proposal will reduce highway congestion, preserve natural resources and demonstrate the potential impact mass transit investments may have in areas where only highway investments were considered in the past.

By allowing local decision-makers the opportunity to choose or try alternate solutions to what were formerly highway answers, adequate transportation services, economic development may be enhanced while protecting local character and environmental concerns. Programs such as CMAQ are as a result of ISTE A in a progression toward a more balanced transportation system.

Another innovation which is presently ongoing is a result of a construction project on Route 95 in Providence. FHWA funds are providing an alternative to Rhode Islanders by subsidizing our monthly pass program. Our transit pass sales are now on sale as at a 50 percent off the regular discount price. The first month we have increased sales by more than 1,000 percent, and we are presently carrying more than 25,000 new transit passengers per week. In addition, a free downtown loop is reducing vehicle traffic in the central business district as well as providing for a more convenient overall transit system for our users.

Clearly, from the above, these demonstration projects that RIPTA has implemented, we believe that the Intermodal Surface Transportation Efficiency Act has provided the catalyst for a transportation success story here in Rhode Island. And, again, I would like to thank you very much, Senator, for your well-known support.

Senator CHAFEE. Well, thank you very much. Mr. Vincent, when the State Department of Transportation plans to fix it road, do they talk to you folks? After all, Lincoln Woods is up there, State park, do you have suggestions for an alternative to a New Jersey barrier?

Mr. VINCENT. I think the process is pretty clear, Senator, that we do coordinate. I mean under existing regulations, we have to com-

ment on EIS environment assessments or EIS documents, and we have now instituted in the last couple of years a more informal but regular process whereby members in our regulatory divisions meet with members in the DOT design staff. They discuss wetlands in particular, which is usually a key in defining an alternative route. And I think that kind of collaboration now, discussion, if you will, has made the process both more efficient and more productive. We are pleased with that progress, and I think we look at the DOT to continue that collaboration.

Senator CHAFEE. It is my understanding that the DEM has applied for these transportation enhancement funds from the Federal Government.

Mr. VINCENT. We have. We are one of the 200, almost nearly 200 applicants that submitted projects, Senator.

Senator CHAFEE. And can you give us a specific illustration of where you might use those monies for economic investment opportunities?

Mr. VINCENT. Well, we submitted nine projects. Two or three of the projects that I think touch upon your comments earlier, one is the north/south trail project, which is a 51-mile trail from the northern part of the State toward the western end, Burrillville area, southerly all the way to Westerly as part of a national trail system. We submitted a grant proposal to fund acquisition of easements and other trail improvements for \$300,000. We are enthusiastic about that project. It already has a very committed group of trail people in this State. We have formed a trail advisory committee to work with the State. I think that is a great project. Another example is the resurfacing of the Roger Wheeler parking lot in Narragansett. That's a 12-acre asphalted parking lot that was last done 30 years ago, and this parking lot adjoins both the highway, the Sand Hill Cove roadway, and the bird sanctuary, Galilee Bird Sanctuary, and as it happens, this is one project that the Department of Transportation and the Department of Environmental Management more than a year ago began to discuss how we would work together. So that what we have constructed is we have submitted our plans to resurface that parking lot incorporating the latest technology in storm water management, and the DOT has included that with the roadway project, so the DOT will actually supervise the construction and building of that parking lot. The parking lot is the single largest source of pollution into the bird sanctuary adjoining it, so that by working together, we are preserving the bird sanctuary, we are saving money, I think because DOT is administering the construction of the parking lot, and it is in line with the ISTEA objectives in linking environmental goals and transportation.

Senator CHAFEE. Everybody might be interested when Mr. Vincent talks about trails for hiking and bicyclists. In Virginia, they have a trail that runs from the Theodore Roosevelt Bridge, which is just across from the Washington Memorial, the Lincoln Memorial, right in that area. You can ride all the way down to Mt. Vernon on a trail which is paved and about five feet wide. The trouble is it's become so congested, and so now there is a conflict between the bicyclists, the roller skaters, the hikers; and some villain has taken to strewing tacks on the paths so the bicyclists will get flat tires

## Publications

The case study materials written, photographed, mapped and illustrated for each of the LTAP programs under current program development are suitable for publication in the form of "teaching portfolios" which can be used by other programs around the country. Five of such portfolios, with perhaps 4-8 such case studies each, can be generated this summer for use by the fall. A consistent series of publications can be identified with RISD, not only by the fine production values and design themes, but by the verve of the illustrations, the packaging, and the backup materials.

Additionally, several books of a more conventional sort on design instruction for non-designers (such as Burco himself), on implementation of "successful" design outcomes for citizens and communities in contrast to agencies (or in collaboration with them) or contractors, on patterns in the landscape useful in area-wide design of access, circulation and passage, and flexibility as a design concept of considerable power when solutions are "stuck" between transportation, land use, environmental, and budget concerns.

## Out of State Programs under Contract

There may well develop the opportunity for collaborative work with other transportation training programs that have thus far not developed a "design" or "land use or user context" element to their technical training agendas. Among these programs might be the National Highway Institute (FHWA), the National Transit Institute (Rutgers), the Volpe Transportation Center (USDOT, Cambridge), and a new "intermodal" design program that we might champion with MIT and others in the absence of Congressional designation.

## A Western Center for Road and Land Issues

The location of the Rhode Island School of Design in Providence, Rhode Island gives a ready focus on issues of transportation and land use in New England and the Mid-Atlantic states. There issues of "rural character", "scenic roads", "urban commercial arterials", and "preservation of historic, community and ecological character" take on meaning in relatively high density situations.

The opportunity to explore similar issues in far lower density areas could come with the placement of occasional programs of RISD sponsorship (or co-sponsorship) in a historic and artistic western center such as Santa Fe, New Mexico. It is suggested that RISD explore a two year relationship with arts, cultural, natural resource, and preservationist organizations of both public and private nature from Montana to Texas through a possible western center for road and land issues in the immediate center of Santa Fe, where many of the issues are brought to immediate focus for visitors and residents alike.

## National Policy Issues and Opportunities in Transportation "Design"

There is an important national policy audience for the types of subjects that the Road and Land Institute is presently raising in Rhode Island and several other states or local regions (Seattle, Austin, Los Angeles, Cape Cod, etc.). On occasion it may best be accessed by offering training, informational and "audio" sessions in or near Washington, D. C. possible for such delivery. With some RISD faculty and alumni possibly drawn from the capital region for such programs the cost-effectiveness and creative impact of design / policy interactions could be quite significant (and not just "pretty").

## Flexible Design Standards

### Streets, Highways and Rural Roads in the Context of Place

A Local Technical Assistance Program course design of two half-days duration : for community level planners, public works directors, police, fire and emergency service operators, non-profit land trusts , town councils, and activist citizens concerned with historic and community character, "rural" attributes, and bicycle, pedestrian and transit uses on and along low volume roads and in or adjacent to higher density traveled corridors.

#### Overview

The AASHTO "standards" that have governed the design, in all states, of roads that have been subject to federal funding through the Federal Highway Administration, are now subject to reconsideration at the discretion of the individual states under just one of the several "flexibility" provisions of ISTEA (1991). Many local jurisdictions consider the lane widths, standard grades and curves, natural and man made roadside and median appurtenances. And such situational factors as "canopy trees", "rural character" and "recreational values" to be badly served, if served at all by engineering based standards alone.

We take that view as a premise for this course, but entertain all points of view in its delivery. The AASHTO "Green Book", FHWA circulars on safety, design, roadway context (traffic, abutting uses, natural topography) will be circulated and discussed in the application to one or two rural road, urban street or through highway examples from the specific jurisdiction or state within which the course is given.

#### "Rural Character"

"Ministerial Road" in South County, Rhode Island is a complex conflict between traffic volumes, stone walls, rhododendron "slicks", abutting driveways, a nearby university, and coastal access on a state route now designated as one of the first "scenic highways" in Rhode Island. It is mentioned specifically in the ISTEA bill as not to be touched by the state without full concurrence of local government and local citizens. A concern that Senator John Chafee expressed as ranking minority member of the Senate Environment and Public Works Committee that drafted, and negotiated, the ISTEA legislation.

"Ministerial Road" will be explored for some understanding of local interest in maintaining an intangible quality such as "rural character" in many roads throughout this country, particularly along the Eastern Seaboard states from Maine to Florida.

#### Urban Placemaking

"124 th Avenue N. E." in Kirkland, Washington is a case study of failed negotiation between a local neighborhood (Rose Hill) in an individual city (Kirkland), and a state agency (urban arterial board) over the improvement of capacity, safety and amenity of a formerly rural road going increasingly to suburban and even urban arterial through traffic uses parallel to a congested Interstate route. Washington. A possible Rose Hill Boulevard satisfying multiple objectives and values simply has been eliminated from serious consideration by rules set at the state level (by legislative transportation committees negligent of local, community concerns for other values such as those of "place", "community character", or corridor planning and operations.

### Area-Wide Coherence

**Santa Fe, New Mexico** is considering a comprehensive look at its street standard such that more of the historic character of the community can be preserved, and not just the historic core of plaza and adobe commercial, religious, governmental and museum buildings and streets. New standards have been presented to the City Council and can be reviewed by this program with a number of visual examples taken from particular streets, roads, intersections and neighborhoods. As well, much of the character of surrounding national forests and national parklands is impacted by the scale of roads on federal lands. These will be reviewed as well, as they contribute to the overall perception of "character" by year round residents, seasonal visitors, tourists, artists and wildlife.

### Recreational Places, Experiences, and Values

"Race Point Road" within the Cape Cod National Seashore is a very short, very lightly traveled, view road of canopy trees, sandy shoulders, wooden fences and recreational access to beaches, a light house, and incidentally, a small airport (that has other access as well). As the National Park Service sought to repair it, and bring it up to "reasonable" maintenance standards, the local community in and around Provincetown, Massachusetts expressed sufficient concern that scenic values would be disrupted that they obtained the support of Congressman Garry Studds to remove \$1.5 million of funding from the House Interior Appropriations bill for 1993 that no repairs could be authorized or financed. Maintenance standards too seem to be contentious. Why? and what to do?

### The National Highway System, the Interstates, and High Volume Through Travel: Land Use, Operations, and Capacity

The National Highway System in Rhode Island has become another matter of contention, as if nothing is safe anymore as a transportation mandate, even the national strategic highways system of the military for emergency matters. **Route 138** through the University of Rhode Island, Kingston Village, and a connector between highly important **Route 1** and **Interstate 95** is one good example of the land use, traffic operations, signage, strategic (militarily) value, and developmental issues on National Highway System and Interstate routes. **I-95 in Connecticut, Rhode Island and Massachusetts** will be analyzed for its current and future traffic carrying capacity, supportive and encroaching land uses, and operating strategies.

### Wrap-up

Institutional questions as to how revised standards can be obtained in the individual states will be discussed, with legal and legislative precedent reviewed as applicable. No single "deal breaker" such as "tort liability", "legislative action", "other states aren't doing it yet", or that FHWA wants to study "exceptions" for two years, will be allowed to disenfranchise local citizens, natural and cultural preservation groups, tourism interests, or communities with an interest in participation in the design process, including the determination of values and standards.

Several road project designs accomplished by the participant group in "sketch fashion" will be forwarded to various interested parties to see the variants in outcome from options in standards: performance, cost, attractiveness, impact on surrounding activities, safety, operational characteristics, and future flexibility of corridor and facility uses.

The Honorable John Chafee  
United States Senate  
567 Dirksen Senate Office Building  
Washington, D. C. 20510

Dear Senator Chafee,

I am writing to strongly support increased funding for mass transit programs. I specifically call for targeting one-half cent of the existing 2.5 cents gas tax for mass transit programs when it is extended in FY'95 to insure necessary funding for these vital programs. In addition, I strongly support increases in federal operations assistance to improve transit security, safety, maintenance and operations on the transit systems in our community.

Please let me know your views on these important matters.

June 21, 1993

To: The Honorable John H. Chafee and  
Members of the U.S. Senate Environment and  
Public Works Commission

From: Kate O'Malley, Vice President  
Ministerial Road Preservation Association  
P.O. Box 651, West Kingston, RI 02892  
401-783-2801 (days) 401-789-5461 (evenings)

In more than a decade of fighting to preserve Ministerial Road, the Intermodal Surface Transportation Act of 1991 has probably meant more than any other action to date. The Ministerial Road Preservation Association was formed in 1991 in order to address the collective concerns of more than 500 citizens, from as far away as Alaska, who share a special affection for Ministerial Road. The fight has been underway since the RI Department of Transportation first presented reconstruction plans.

To date citizen efforts to preserve the road have resulted in the following: Ministerial Road has been designated a scenic highway by the RI Scenic Highway Board; the South Kingstown Town Council has withdrawn their endorsement of the project as proposed; and the ISTEA act of 1991 has passed including an amendment that prevents any federal funds for the project from being released until the Town Council approves a final design for the road. Prior to this amendment, introduced by Senator Chafee, we had reached an emergency situation where the RI Department of Transportation had decided to go ahead with the project even after the Town Council had unanimously withdrawn its endorsement.

While the South Kingstown Town Council has the final authority now on Ministerial Road, it appears that they are under pressure from the RI Department of Transportation to accept a design that engineers say is the only "safe" alternative for the road. Citizens believe this design, which calls for significant widening, straightening, and flattening of the road, will make the road unsafe by encouraging more traffic at faster speeds. In addition it would severely damage the rural character, natural tree canopy and roadside vegetation which has earned Ministerial Road its scenic designation.

At this time, we are anxious to determine what is happening at the national or state level to develop more flexible guidelines for scenic and historic roads. The work of the National Scenic Byways Commission and the Rhode Island Scenic Highway Board, funded by ISTEA, is critical to giving the Town of South Kingstown the concrete information they need in order to form a strong negotiating base with the RI Department of Transportation.

I believe Ministerial Road is just one example of a conflict between transportation planning, scenic and historic preservation, and sensible land use planning. A wide range of transportation projects for the South County region are currently at a standstill due to citizen opposition. People are very concerned that the overall impact of these projects will cause South County to "lose its sense of place", an asset that is central to our tourism industry and quality of life here.

There appears to be a real need for an open review of the planning and policy decisions that went into the creation of projects for the region. The state is not addressing how the many construction projects proposed for South County fit (or don't fit) into the larger scale, regional plan for the area. There seems to be little coordination with the respective comprehensive plans of the local communities involved.

ISTEA is important to the citizens of Rhode Island, both in the case of Ministerial Road, and other projects which challenge us to find a balance between the need to maintain a "sense of place" against meeting the transportation needs for the region. We need to get beyond opposition and begin to propose alternatives. We look to ISTEA to give us the tools to do this.

Thank you for your consideration.

*Kate E' Malley*



Rhode Island Chapter  
of the  
National Head Injury Foundation, Inc.

Independence Square - 500 Prospect Street - Pawtucket, RI 02860  
(401) 725-2360

STATEMENT FOR A STRONGER SAFETY BELT LAW FOR R.I.

by

Sharon Brinkworth, Executive Director

Good afternoon Chairperson, and members of the committee. I am Sharon Brinkworth, Executive Director of the RI Head Injury Foundation.

The National Head Injury Foundation has long held the position that safety belt use is a principal means of preventing the devastating consequences of traumatic brain injury and has long supported efforts to enact safety belt laws.

I am also here testifying on behalf of the General Federation of Women's Clubs of Rhode Island as their state president. GFWC of RI with a membership of over 700 women statewide firmly believes that a stronger safety belt law is necessary for R.I.

Motor vehicle crashes are the leading cause of death for persons between the ages of 1 and 44. In numbers this means 48,000 deaths every year and over 5.5 million injuries every year! This all translates into billions of dollars spent on lost productivity, insurance costs, and medical costs. Many of these costs could be avoided if the injury was avoided--Using Safety belts can avoid many of these needless, costly injuries!

A study done at the University of Tennessee showed that folks without seat belts are more often hospitalized--some 59% versus 26% of those who are belted--and they suffer more serious injuries and a greater length of stay. Studies have shown that the average cost of treating an unbuckled accident victim was \$2,340, while the average cost for treating a buckled victim was \$864. A 63% savings in medical bills.

Another factor to bear in mind is the extent to which victims are not killed but, rather, are permanently disabled and unable to lead fully productive lives. It is important to recognize that as medical technology has advanced, it has become increasingly possible to survive with serious disabilities over the long term, when in the past such disabilities might have resulted in death. These victims will put further strain on our ability to provide human care, long term medical and rehabilitative services, and community programs because of a lack of resources and

cutbacks in state and federal funding. The average institutional yearly cost for severe head injury is \$150,000 and the lifetime care cost is between \$4 and \$7 million.

The RIHIF and the GFWC of RI firmly believe that the current Rhode Island safety belt law should be strengthened by adding a monetary fine. We would

RI Head Injury Foundation, Inc. --- Page 2.

recommend that it be the same as the child restraint fine (\$30) in order to eliminate any confusion for law enforcement and the public.

Rhode Island currently has one of the lowest usage rates in the country, around 30%. Education alone will not work, there has to be a fine, just as there is with all other motor vehicle violations.

Strengthening this law will save lives, lower the cost of auto accident injuries and greatly increase the safety of all Rhode Islanders. Thank you.



Rhode Island Chapter  
of the  
National Head Injury Foundation, Inc.

Independence Square - 500 Prospect Street - Pawtucket, RI 02860  
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TESTIMONY OF

RI CHAPTER OF THE NATIONAL HEAD INJURY FOUNDATION, INC.

93-H 5939

**Honorable Chairperson and Members of the Committee,**

The Rhode Island Chapter of the National Head Injury Foundation would like to express our support for House bill 93H-5939 requiring the use of approved motorcycle helmets.

Our organization is comprised of over 600 individuals whose lives have been affected either professionally or personally because of accidents which have changed the lives of someone we know or have treated. "Life is never the same after head injury" says it all.

Here in Rhode Island over 1,000 people a year are discharged from a hospital with a diagnosis of head injury. The average survivor is an 18-35 year old male, injured in a car or motorcycle accident. His deficits may be cognitive, behavioral, physical, and/or emotional. If the injury is severe, he faces a full lifetime in an institution, such as Zambarano Hospital. With moderate deficits, he may live in a group home (but not in R.I., because there are none for survivors of head injury). "Mild" trauma victims live in the community, yet rarely work to their previous capacity.

Care and rehabilitation for head injuries is expensive. Facilities may charge from \$500 to \$1,500 a day; and, because of the nature of brain injury, a 6-month stay is minimal. Stays of 1 year, 18 months, 2 years are not unusual.

According to information gathered a few years ago, the average institutional yearly cost for severe head injury is \$150,000 and the life time care cost is between \$4,000,000 and \$7,000,000. These young survivors of head injury live to be a financial and emotional burden to their families and society. All of this tragic waste is so unnecessary and preventable.

We are all very proficient at denial. It is always someone else who gets into an accident, not I or my son. The sad statistics show that every 15 seconds someone sustains a head injury in this country. We all want to deny the astronomical costs of head injuries. The common cry of "my insurance pays for it" denies the fact that we are the ones that have to pay the insurance companies, their money does not grow on trees. Medicaid and Medicare pays a large portion of head injury medical costs in our state.

RIHIF - Page 2

Our membership could provide you with an unending stream of heartbreaking stories. I am thinking of one young man in his twenties who attends our head injury support group. Three years ago he suffered a head injury in a motorcycle accident. He was not wearing a helmet. He was in a coma for about two weeks. He used to be a truck driver, but now that he suffers seizures, he is unable to drive a truck anymore and, in fact, has had trouble finding any kind of work. He said that he would have worn a helmet that day, had the law told him to do so.

Our support for this legislation doesn't mean we are trying to restrict anyone's freedom. We are trying to help them remain free of disabilities, disabilities that could restrict them from living their lives the way they want to.

Submitted by:

Sharon Brinkworth  
Executive Director

## TESTIMONY

## PRESENTED TO

THE UNITED STATES SENATE  
COMMITTEE ON ENVIRONMENT & PUBLIC WORKS  
FIELD HEARINGS  
PROVIDENCE, RHODE ISLAND

JUNE 21, 1993

BY

THE NEWPORT FOUNDATION  
FOR  
THE IMPLEMENTATION OF THE 1992  
COMPREHENSIVE LAND USE PLAN

The Newport Foundation would like to express our gratitude to you, Senator Chafee, for conducting today's US Senate Environment and Public Works Committee field hearings in Rhode Island for the purpose of examining the implementation and investment opportunities of the Intermodal Surface Transportation Efficiency Act of 1991.

As its name implies, The Newport Foundation is concerned with the city of Newport, Rhode Island and specifically with the timely and spirited implementation of the recommendations made in the 1992 Citizens' Comprehensive Land Use Plan. Contained in this plan are hundreds of observations and recommendations for maintaining and improving the quality of life in Newport and by association, its neighboring communities. Many of these recommendations concern traffic and the need to lessen the burden of automobile traffic on the city.

As you know, ISTEA contains funding for a number of "Innovative Projects" for various transportation programs

throughout the United States. Indeed, Newport is the site for one such grant. Specifically, Innovative Project No. 144 allocates \$6.0 million to the Rhode Island Department of Transportation to "develop the marine mode of the intermodal Gateway Transportation Center" in Newport.

What is important to the Newport Foundation as well as to other groups and organizations throughout the country is that funding under ISTEA, whether it be in the form of Innovative Project Grants or through Enhancement Grants, be carefully monitored to insure that such funding be put to use on those projects that enhance our nation's transportation system and not used simply as a source of easy funding for projects which could and should be developed through other more appropriate means and sources.

As a specific example, reports have recently surfaced in Newport concerning the development of a major docking facility in Newport Harbor to serve cruise ships visiting Newport. Spokespersons for the proposed project have referenced the city's \$6.0 million ISTEA grant as the funding source for such a facility. The use of these funds for such a purpose concerns our organization.

The Newport Foundation believes that both the spirit and intent of ISTEA as well as the grant language itself calls for a much more expansive and comprehensive use of the funding then would be provided by the development of a cruise ship landing dock and terminal.

Indeed, the Newport Foundation believes that Newport's ISTEA funding could and should be put to use in developing the "marine mode" of transportation within Newport and specifically Newport Harbor. As any visitor to Newport and its waterfront knows, the attraction of Newport both as a tourist destination as well as an active and vibrant local downtown creates tremendous traffic and congestion problems not only for the city's residents but also for visitors to the city.

Alleviating traffic congestion is of critical importance to the future of Newport, and it is our belief that the avenue to solving this dilemma can be found, in part, through the development of new, more efficient modes of transportation for the city. Creating a viable master plan for the Newport Harbor and its surrounding areas is, we believe, the vital first step. Establishing a workable intra-harbor waterborne transportation system serving the waterfront is the second step. Interfacing that waterborne transportation system with other modes of transportation such as rail, highway, and pedestrian linkages is the critical third step.

The Newport Foundation believes that such a plan of action is precisely the type of project that Congress and the President had in mind when they enacted and signed into law ISTEA. If projects such as a cruise ship dock and terminal are to be created by the public sector, then they should be done so utilizing other financing means such as government issued revenue bonds which could be repaid over time with docking fees



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or other user fees associated with the cruise ship industry and/or its passengers..

ISTEA funding, on the other hand, should be used exclusively on projects where no revenue stream can be created to fund them and on projects designed to enhance our transportation system by lessening the strain on existing roadways, abating air and noise pollution, conserving our energy resources, and enhancing the quality of life for Americans whether they live in Newport, Rhode Island, Fargo, North Dakota or Los Angeles, California.

The Foundation hopes you and your fellow committee members agree and take whatever steps are necessary to insure that federal tax dollars are used appropriately over the life of this important and innovative funding authorization.

Dear Senator Chafee,

This is a wonderful political system we have. No other form of government is as great as the democracy established by the Declaration of Independence, the Constitution, and the Bill of Rights.

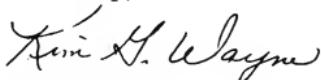
But as years pass the system has, out of necessity, grown and evolved. And in the process it seems as if the individual state governments are losing some of the powers and rights granted to them while the federal government is becoming omnipotent. This is NOT what our forefathers had in mind.

In 1787, Rhode Island refused to attend the Constitutional Convention in Philadelphia because they greatly feared excessive federal power and its threat to individual liberty. They were comfortable with the economic, social, and political institutions that were in place currently, and felt that their way of life would be threatened by substituting a new external power for the Crown that had just been shed. It wasn't until after the Bill of Rights had been proposed, with its checks and balances, that Rhode Island reluctantly ratified the Constitution.

The Constitution and the Bill of Rights granted certain rights to the federal government and others to the states. Now the federal government is trying to infringe on the rights of the states. The federal government is attempting to blackmail the states into passing helmet and seatbelt laws. We feel that the helmet issue is one that comes under the state's Constitutional authority to regulate traffic and motor vehicle safety within its respective boundaries. And once again the Rhode Island General Assembly has determined that Rhode Island does not need a helmet law. Rather Rhode Island needs a broader awareness of motorcycles as motor vehicles and continued education for riders as well as automobile drivers. The federal government is blackmailing the states to pass legislation that the state of Rhode Island has voted against repeatedly. If the federal government is to decide everything for the states then they are making the state legislators superfluous.

I urge you to support the Senate Resolution to remove the blackmail portion from the Federal Highway Bill. Let us not give up the rights granted to the states by the Constitution and the Bill of Rights.

Sincerely,



Kim G. Wayne  
Legislative Coordinator  
Rhode Island Motorcycle Association

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